Institutional Innovation for Better Skilled Immigrant Labour Market Integration: A STUDY OF THE TORONTO REGION IMMIGRANT EMPLOYMENT COUNCIL (TRIEC)

by

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Abstract

In this thesis, I undertake a study of skilled immigrant labour market integration in the Greater Toronto Area (GTA) by examining the Toronto Region Immigrant Employment Council (TRIEC). TRIEC is a relatively new governance institution in the Toronto city-region established to address barriers preventing immigrants from gaining meaningful employment in their fields. Barriers include systemic discrimination, lack of credential recognition, and lack of Canadian work experience. TRIEC was created in response to a recommendation from the 2003 Toronto City Summit Alliance (TSCA) report Enough Talk. TRIEC is a multi-stakeholder organization that aims to engage employers to find solutions to address labour market barriers facing skilled immigrants in the GTA. This thesis examines some of these labour market barriers and the work of TRIEC and poses the following research questions:

- What are the factors both impeding and facilitating the labour market integration of skilled immigrants in the GTA?
- Has the Toronto Region Immigrant Employment Council model proven effective in terms of its impact on skilled immigrant labour market integration in the GTA?
- What are possible solutions for addressing the challenges that impede the labour market integration of skilled immigrants in the GTA?

To answer these questions, this thesis draws on insights from immigration geography literature, statistical and policy data, as well as fifty-seven (57) semi-structured interviews with a variety of key stakeholders in the GTA. The results point to TRIEC as a potential model to emulate for other large city-regions facing challenges with respect to labour market integration. In addition to highlighting TRIEC’s advantages, this thesis also provides recommendations at a more general societal level for improving skilled immigrant labour market integration in Canadian city-regions.
Acknowledgements

Were it not for the support of many people, this thesis would not be possible. First of all, I would like to thank my supervisor Dr. Betsy Donald for her constant support and feedback and time spent reading my very lengthy drafts. She was constructive with her feedback, positive in her outlook and helpful in guiding me through the process of masters coursework and research. Her insight, knowledge and contacts proved to be invaluable in helping me write this thesis. In addition to Dr. Donald, I would like to thank all of the faculty at the Department of Geography, particularly Dr. Audrey Kobayashi, Dr. Beverley Mullings, Dr. Dongmei Chen, Dr. John Holmes and Dr. Leela Viswanathan for all of their incredible expertise and guidance. I would like to thank my family and friends for their constant support. I would also like to thank the Department of Geography at Queen’s University for giving me the opportunity to study at the masters level and its staff for all of their incredible hard work and assistance to help make my time at Queen’s as enjoyable and productive as possible. I would also like to thank my fellow classmates for our fun times together and their advice. Finally, I am extremely grateful to all of the individuals who agreed to be a part of my study. Were it not for them, my thesis would not have had many of the valuable insights that they were able to provide.
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GLOSSARY OF TERMS

**Bill 124** - A bill passed by the Ontario Parliament that created *The Fair Access to Regulated Professions Act 2006* which established a Fairness Commission to oversee and audit the registration practices of professional organizations and regulatory bodies.

**Canada-Ontario Immigration Agreement** - A 2005 agreement between the Government of Canada and Government of Ontario that seeks to create a partnership between the two jurisdictions on the issue of immigration as well as better coordination between federal and provincial immigrant settlement programs.

**Canada-Ontario Labour Market Development Agreement** - A 2005 agreement between the Governments of Canada and Ontario that strives to reduce duplication among federal and provincial immigrant services as well as create a seamless approach to government services.

**Canada-Ontario Labour Market Partnership Agreement** - A 2005 agreement between the Governments of Canada and Ontario that strives to assist newcomers and unemployed in achieving employment.

**COSTI Immigrant Services** - A community-based service provider operating across the Greater Toronto Area that provides employment, educational, settlement and social services to individuals in need of assistance, particularly newcomers.

**Effective labour market integration** - Obtaining a position in the field of one’s expertise that is commensurate in pay and level to one’s skills and knowledge.

**416 area** - Refers to the single-tier municipality of City of Toronto.

**905 Region** - Refers to the suburban regional municipalities of Halton, Peel, York and Durham

**Ontario Pilot Provincial Nominee Program (PNP)** - A program allowing employers to:
- Apply for the approval of permanent, full-time positions to be filled by newcomers; and
- Recruit individuals, who are newcomers to Ontario, to fill those positions (Government of Canada 2007a).

**Skilled immigrant** - An immigrant with high education levels (bachelor’s degree or higher) who has the expertise to work in a regulated or unregulated profession.

**World Education Services (WES)** – A not-for-profit organization that assesses foreign credentials.
Chapter 1

Introduction

There are some cruel and cynical stories about how the best place to have a heart attack in Toronto is in a taxi because you’re more likely to get a doctor treating you right on the spot instead of lining up at the hospital.

Employer, City of Toronto

1.1 Introduction

Evidence suggests that highly-skilled immigrants bring social and economic dynamism to a knowledge-intensive city-region (Gertler 2001). As a result, Canadian immigration policy has focused on attracting diverse streams of skilled immigrant knowledge workers. Nevertheless, scholars and policymakers point to growing evidence that these highly-skilled immigrants are underemployed and face challenges integrating into the labour market and society (Brouwer 1999; Teelucksingh and Galabuzi 2005). This is despite the existence of mass labour market shortages that are dependent on being filled by immigrants (Conference Board of Canada 2001).

Recognizing the barriers preventing immigrants from gaining meaningful employment in their fields and reacting to what was perceived to be a lack of government action on the issue, the Toronto Region Immigrant Employment Council (TRIEC) was created in 2003 from a set of recommendations in the 2003 Toronto City Summit Alliance (TSCA) report Enough Talk (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). The TSCA recommended the creation of TRIEC “to improve access to employment for immigrants in the region” and to “foster a coordinated and collaborative approach to integrating newcomers” in the Greater Toronto Area (GTA) (Toronto City Summit Alliance 2003, 21). It identified the inclusion of immigrants in the labour market as
a key challenge facing the GTA and recommended that TRIEC be created to address this challenge (Toronto City Summit Alliance 2003, 21).

1.2 Purpose of the Study and Research Questions

The purpose of this thesis is to examine TRIEC given its reputation as a relatively new and innovative governance organization established to address the challenges of skilled immigrant labour market integration in the GTA. Inspired by the statement, “geographers are in an excellent position to assist by giving active critique and engagement in the development of immigration policy” (Peake and Kobayashi 2002), this study addresses the following research questions:

- What are the factors both impeding and facilitating the labour market integration of skilled immigrants in the GTA?
- Has the Toronto Region Immigrant Employment Council model proven effective in terms of its impact on skilled immigrant labour market integration in the GTA?
- What are possible solutions for addressing the challenges that impede the labour market integration of skilled immigrants in the GTA?

The importance of research documenting the struggles, challenges and barriers that immigrant groups face is highlighted by Peake and Kobayashi (2002). In their article, they argue, “there is perhaps no more productive ground on the contemporary geographic landscape for highlighting the contours of the processes of racialization than that of immigration studies” (Peake and Kobayashi 2002, 53). They note that “recent immigrants are often less able to resist the effects of racism because they may lack knowledge and resources” (Peake and Kobayashi 2002, 53). Thus, this study and its research questions are written in the spirit of this geographic tradition by highlighting and attempting to find solutions to immigrant struggles.
1.3 Focus of Study

This study undertakes a case study research design in two ways: first, by focusing on the geographic area of the GTA; and second, by conducting an examination of the Toronto Region Immigrant Employment Council (TRIEC).

As illustrated in Figure 1, the GTA – also referred to as the Toronto Region - is composed of five areas: the Halton, Peel, York, and Durham regions and the City of Toronto. This is in contrast to the Toronto Census Metropolitan Area (CMA), which includes all of Toronto, Peel and York but only parts of Durham and Halton. The GTA is comprised of twenty-five municipalities and had a total population of over 5.3 million in 2003. The region is home to over 40% of the total population of the province of Ontario and is the fifth largest city-region in the United States and Canada (Greater Toronto Marketing Alliance 2007). The GTA was chosen as the area of study for many reasons. First, it has a strong history of immigrant settlement and is home to many skilled immigrants attempting to integrate effectively in the labour market. It is the most diverse city-region in Canada and has overwhelmingly received the largest percentage of immigrants in Canada for decades (Statistics Canada 2007). The Toronto CMA was the area of settlement for four out of every ten (40.4%) new immigrants arriving in Canada between 2001 and 2006 (Statistics Canada 2007, 19). As a result, the CMA is home to an astounding 68.3% of all foreign-born in Ontario [the largest immigrant-receiving province in Canada] (Statistics Canada 2007, 16). As illustrated in Figure 2, the Toronto CMA also has the largest proportion of foreign-born among major city-regions in Australia and the United States. As evident in Table 1, a 2004 report by the United Nations Development Programme (UNDP) ranked Toronto second in the world of cities with the highest percentage of immigrants (UNDP 2004, 99). A more detailed explanation of the diversity that exists in the GTA is found in Appendix A.

Second, the economic strength of Toronto in terms of its contribution to the Ontario, Canadian, and global economy makes the issue of skilled immigrant labour market integration one of great economic, social, and political importance (Conference Board of Canada 2006). With
more than 100,000 companies and a gross domestic product of U.S $109 billion, the GTA holds the distinguished status as Canada’s undisputed business and manufacturing capital (Greater Toronto Marketing Alliance 2007). This status is evident as the region accounts for 44% of Ontario’s Gross Domestic Product (GDP) and one-fifth of Canada’s GDP and its rating by Standard and Poor’s as one of the world’s top 10 economic centres (Conference Board of Canada 2006, 4; Canadian Urban Institute 2005, 12; City of Toronto 2006, 7). According to the Conference Board of Canada (2007, viii), “Canada’s prosperity depends on the success of our major cities”. It is apparent that stakeholders within the GTA are keen to find solutions and that many other city-regions look to the GTA’s successes or failures prior to implementing any of their own strategies on similar issues.

Figure 1: Greater Toronto Area and Census Metropolitan Area (CMA)
Figure 2: Foreign Born as a Percentage of Metropolitan Population, 2006

Note: The data from the United States are from 2005. All other data are from 2006.

Source: Statistics Canada 2007, 19

Table 1: Top 10 cities by share of foreign born population

<table>
<thead>
<tr>
<th>Top 10 cities by share of foreign born population (2000/01) (Percent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>City</td>
</tr>
<tr>
<td>Miami</td>
</tr>
<tr>
<td>Toronto CMA</td>
</tr>
<tr>
<td>Los Angeles</td>
</tr>
<tr>
<td>Vancouver</td>
</tr>
<tr>
<td>New York City</td>
</tr>
<tr>
<td>Singapore</td>
</tr>
<tr>
<td>Sydney</td>
</tr>
<tr>
<td>Abidjan</td>
</tr>
<tr>
<td>London</td>
</tr>
<tr>
<td>Paris</td>
</tr>
</tbody>
</table>

Source: UNDP 2004, 99

TRIEC was chosen as a case study because it represents an interesting model that arose out of a group of frustrated civic leaders who saw little action on the part of the federal, provincial or local government with regards to effective skilled immigrant labour market integration (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). Established in response to a perceived
‘governance gap’, TRIEC was created to assist in providing institutional and network support for the many immigrants who have trouble obtaining effective employment. The organization is therefore unique and worthy of a case study for three reasons. First, it was created by civic leaders who came together from a variety of different backgrounds (employers, labour, occupational regulatory bodies, post-secondary institutions, assessment service providers, community organizations, credential assessment service providers, community organizations, expert advisors, funders, and all three levels of government). Given that the issue of immigration policy and settlement is heavily related to government, particularly on the federal and provincial level, it is distinct that TRIEC is not government-run or directed. TRIEC does, however, as of 2006, receive 87% of its funds from government agencies and includes government representatives as stakeholders in its organizational structures and processes (TRIEC 2006b, 18). Thus, the organization runs independent but not in isolation of government. Second, the broad-stakeholder approach that drives TRIEC’s work is one that is a growing phenomenon and a model to other city-regions with respect to not only the issue of skilled immigrant labour market integration but also other pressing urban governance issues that involve many players (e.g. poverty reduction, sustainable transportation and education to name a few). Lastly, the way that TRIEC strives to engage employers and professional organizations in devising solutions to address skilled immigrant un- and underemployment is distinctive. Through its creative advocacy and public awareness strategies as well as its growing and harmonized Mentoring Partnership program, TRIEC aims to engage and educate the public and various players about the issue to help facilitate the effective employment of skilled immigrants. TRIEC initiatives and strategies are discussed in greater detail in Chapter 3.

1.4 Methodologies

As part of the multi-methodological approach undertaken in the research phase, this study draws upon the following: (1) participant observation, (2) a literature review of the issue of
skilled immigrant labour market integration, and (3) primary interviews with various stakeholders about the issue.

1.4.1 Participant Observation

As a second-generation Canadian born to Polish parents, I have gained a sensitivity and appreciation for the immigrant experience. Born and raised in the City of Toronto, I have developed an appreciation for, and understanding of, diversity and the positive impact it has on Canadian cities. I am eager to find solutions that best use immigrant skill sets and I am keen to see Toronto prosper. Nevertheless, I recognize that my status as a Canadian-born white male means that I may not fully understand or have experienced all or any of the labour market barriers faced by skilled immigrants, particularly visible minorities.

1.4.1.1 Types of Participant Observation Used in Study

Kearns (2005, 193) notes that “observation is a qualitative method more complex than simply watching and recording phenomena” and that a “researcher cannot observe all phenomena occurring during a given period of observation … [but rather] … determine what and how phenomena are observed”. Golds (1958) and Kearns (2005) describe four types of participant observation: complete observer, observer-as-participant, participant observer and complete participation (Kearns 2005, 196). Through my previous volunteer work, my interaction with family and friends, and my status as a second-generation Canadian, I have heard personal accounts of the barriers facing many skilled immigrants in the GTA, particularly visible minorities. Despite interacting with a few stakeholders in previous capacities related to my volunteer work, I was largely a complete observer and observer-as-participant when conducting interviews. This was because I was keen to obtain as much information and perspectives as I could on the issue and therefore was eager to obtain many responses from a wide variety of stakeholders. In some ways, I had an insider perspective through my thesis research by being able to gain access to key stakeholders through snowball sampling. Alternatively, I was largely an
outsider who was keen on gaining familiarity with the various factors, institutions, laws and stakeholders that come into play in the issue of skilled immigrant labour market integration in the GTA.

1.4.2 Literature Review

This thesis draws on insights from the growing body of literature on the geographies of immigration. At a general conceptual level, Audrey Singer (2004) as well as Lisa Benton-Short and Marie Price’s (2007) concepts of immigrant gateways document the increasingly large settlement and proportion of immigrants in major cities. Placed in the Canadian context, Hiebert (2000) and Peake and Kobayashi (2002) are examples of leaders in the field in terms of documenting immigrant settlement and experiences in Canadian city-regions. More specifically, while exploring the history of immigrant settlement in Canadian cities and immigration policy, the work of Alboim and McIsaac (2007); Maytree Foundation (2003); Anisef and Lanphier (2003); Beach, Green and Reitz (2003); Schellenberg (2004); and Heisz (2006) among others were consulted.

An extensive review of literature on the difficulties facing many skilled immigrants in gaining effective labour market integration in the labour market was conducted by reviewing the works of such authors as Galabuzi (2006); Lamontagne (2003); Reitz and Banerjee (2007); Ornstein (2000, 2006); Reitz (2004); Bambrah (2006, 2007); Bauder (2003); Alboim and Maytree Foundation (2002); Tory (2006); Omidvar (2006); Teelucksingh and Galabuzi (2005); and Hulchanski (2007).

In addition, grey literature was consulted. This included policy documents, statistical analysis, press releases, announcements, information packages, and articles authored by research-based organizations, local boards of trades or chambers of commerce, Government of Canada or Government of Ontario ministries and divisions, municipal government departments and websites, not-for-profit organizations, advocacy organizations, and professional organizations.
Video reports and newspaper articles authored or distributed by various media outlets were also reviewed. Specific sources consulted include Statistics Canada, the Conference Board of Canada, the Federation of Canadian Municipalities (FCM), Metropolis Project, and Brampton Board of Trade.

Perhaps most importantly, information pertaining to the inner workings of TRIEC as well as past and present information on the issue of skilled immigrant labour market integration in the GTA was largely found through examining the official TRIEC website and its vast database of articles.

1.4.3 Primary Interviews with Various Stakeholders

Over the course of four months between July and October 2007, I conducted a total of fifty-seven (57) semi-structured interviews involving a mix of sixty-three (63) individuals and organizations. Of these sixty-three participants, twenty-four (24) or over one-third (38%) are TRIEC Council members. Using a ‘snowball sampling’ of interview subjects, stakeholder-specific questions were asked as approved by the Queen’s General Research Ethics Board (GREB) (Interview Schedules are found in Appendix B). The majority of interviews were recorded and transcribed by the author and his research team1. As evident in Table 2, ten different types of stakeholders were included in the interview process, providing for a comprehensive review of, and feedback on, the issue of skilled immigrant labour market integration and the effectiveness of the TRIEC model. Figure 3 illustrates the number of interviews conducted per municipality in the GTA. When recruiting stakeholders to interview, my aim was geographic diversity, which - as evident in the figure - was reasonably achieved.

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1 The research team consisted of four researchers and myself. I recorded all of the interviews but shared the task of transcribing with the researchers, all of whom signed appropriate (GREB) confidentiality forms so as to comply with Queen’s University Graduate Research Ethics Board (GREB) rules.
Table 2: Overview of Interviews Conducted for Study

<table>
<thead>
<tr>
<th>Type of Stakeholder</th>
<th>No. of Interviews</th>
<th>No. of Individuals and Organizations</th>
<th>TRIEC Council Members</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Providers</td>
<td>13</td>
<td>13</td>
<td>9</td>
</tr>
<tr>
<td>Employers / Board of Trades</td>
<td>6</td>
<td>6</td>
<td>1</td>
</tr>
<tr>
<td>Advocacy Organizations</td>
<td>5</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>Scholars / Research Organizations</td>
<td>3</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Politicians</td>
<td>5</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Bureaucrats</td>
<td>6</td>
<td>6</td>
<td>5</td>
</tr>
<tr>
<td>Professional Organizations</td>
<td>7</td>
<td>7</td>
<td>3</td>
</tr>
<tr>
<td>Other (Quasi-Institutional)</td>
<td>2</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>Mentoring Program Mentees</td>
<td>3 (1 group interview)</td>
<td>7</td>
<td>Not Applicable</td>
</tr>
<tr>
<td>Mentoring Program Mentors</td>
<td>6 (1 group interview)</td>
<td>8</td>
<td>Not Applicable</td>
</tr>
<tr>
<td>TRIEC Representatives</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>57</strong></td>
<td><strong>63</strong></td>
<td><strong>24</strong></td>
</tr>
</tbody>
</table>

Note: There were a total of fifty oral interviews and seven written interviews conducted. During oral interviews, some organizations chose to have more than one representative present. As such, a total of seventy-one individuals participated in interviews.

1.4.4 Quantitative and Qualitative Analysis

This study uses both quantitative and qualitative analysis in conducting the case study of TRIEC.

Quantitative analysis was performed using data obtained from Statistics Canada sources, scholarly articles to compare earnings and educational attainments and other demographic variable for immigrant workers and their Canadian-born counterparts. These statistics help to support claims in the literature that immigrants are not achieving effective employment in the GTA labour market relative to their Canadian-born counterparts. Qualitative analysis was performed by finding common themes and areas of contrast in the transcripts of the interviews conducted. Conducting interviews, as Dunn (2005, 80) notes, is a helpful research tool for information gathering about events, opinions and experiences (Grisé 2006, 37). Grisé (2006, 37) observes there are two contrasting views on the types of interviews explained by Holstein and Gubrium (2004): traditional and active. Grisé remarks that “the traditional interview asserts that
Figure 3: Map of Study Area

Map of study area, Greater Toronto Area and surrounding region, 2005

Source: DMTI (2005)

Note: Two interview locations were not mapped for confidentiality reasons.
interaction between the interviewer and interviewee should be minimized. This assumes that 
conversation during the interview should be considered as a potential source of bias or error” 
(Grisé 2006, 37). It is a method that allows for a “persistent set of problems to be minimized” and 
for the interview to serve as a “pipeline for transporting knowledge” (Grisé 2006, 37-38). 
Alternatively, Holstein and Gubrium (2004, 141-142) define the active interview as a method of 
interviewing that “assumes that information and meaning gathered … is socially constructed” 
(Grisé 2006, 38). In this method, the interviewer and interviewee become “social actors in the 
production of data” (Grisé 2006, 38).

The majority of the semi-structured personal interviews that I conducted followed the 
active interview approach. This is because I used personal information or insights gathered from 
previous interviews to raise follow-up questions. I also phrased certain questions in particular 
ways to reflect the knowledge and positions of certain stakeholders and provided answers to 
information questions put forward by stakeholders where necessary. At times participants 
questioned me about my own life experience and research outputs when framing their answers. 
This led to some of my own personal reflections and observations being conveyed during the 
interviews. Interview transcripts were analyzed to find themes and subtleties between 
stakeholders and to identify common themes related to particular observations and discussions.

1.4.5 Conclusion

The extensive literature review and interview process conducted for this study allow for a 
comprehensive analysis of the role of different stakeholders and their views on the success of the 
TRIEC model. This study speaks to three audiences: it provides feedback to the TRIEC 
organization as to how it can improve its organizational practices and better engage stakeholders; 
it provides insight for civic leaders, government representatives and officials and community 
organization into why and how the social and governance innovation in the TRIEC model has 
been emerging in other immigrant gateways and city-regions; and based on the findings of the
research interviews, suggests a number of solutions to the issue of skilled immigrant under- and un-employment in the GTA for all stakeholders involved.

Overall, ethics guidelines were strictly followed and qualitative research methods were successfully implemented. Interpretation and analysis of interview transcripts took into account differing perspectives and interpretations of various facets of the issue. Semi-structured personal interviews proved to be immensely valuable in providing insights for this thesis and in gaining a good understanding of the reasons for TRIEC’s creation and the perception of its success among various stakeholders.

The outline of this thesis is as follows. Chapter Two provides a literature review on the issue of skilled immigrant labour market integration. Chapter Three places the issue into context by providing an overview of the TRIEC organization. Chapter Four documents the findings of the fifty-seven personal interviews through the “voices” of the various stakeholders interviewed. Chapter Five analyzes these findings and provides recommendations. The concluding chapter reflects on what these findings mean for geographers studying skilled immigrant settlement and economic development issues in Canadian cities.
Chapter 2
Literature Review

In a September, 2005 study ... former economics professor Herbert Grubel calculated that, given the poor economic performance of immigrants in recent decades, the cost to Canadian taxpayers amounted to tens of billions of dollars per year.

Martin Collacott
National Post, February 5, 2007

2.1 Overview

The literature on skilled immigrant labour market integration can be divided into three major bodies. The first body of literature is largely descriptive, documenting the physical geographic settlement of immigrants to Canada. The works of Siemiatycki and Isin (1997), Castles and Miller (1993), Clark (1996), King (1996), Richmond (1994) and Sassen (1994) and Short et. al. (2000) have identified immigrant settlement as an urban phenomenon in North America. Placed in the Canadian context, literature such as Bourne and Hou (2006), Heisz (2006), Hiebert (2000), Hou (2006), Ley and Murphy (2001) and Metropolis Project (2003) point to the high and intensifying concentration of immigrants in Canadian city-regions, however, this body of literature places little emphasis on the qualitative experience of immigrants.

The second body of literature places more emphasis on the economic dimension of immigration. Authors such as Gertler (2001), Singer (2004) and Benton-Short and Price (2007) situate immigration in the context of economic development and the global economy, focusing on immigrants as skilled workers in the knowledge economy as people that flow into cities bringing and generating new ideas and capital.

The third body of literature is more critical and draws on a wide range of critical political economy, race theory and other bodies of literature to document struggles facing immigrants in

It should be noted that these three bodies of literature are not mutually exclusive but are presented this way for organizational reasons. For instance, Hou and Bourne (2006), Hiebert (2000) and Ley and Murphy (2001) describe in detail the concentrated settlement of immigrants but also discuss the implications of these trends on issues such as citizenship, culture and urban structure and therefore may fall into the third body of literature in addition to the first.

2.2 Destination and Type of Immigrants

The first body of literature documents the type and concentrated nature of immigrants settling in Canada and some of the consequences. Heisz (2006) identifies Toronto, Montreal and Vancouver as Canada’s global cities due to their large immigrant populations. Metropolis Project (2003) describes this regionally-specific settlement and delves into the possible reasons behind it. Similarly, Hou (2006) discusses the spatial assimilation of racial minorities in Canada’s three “immigrant gateway cities” while Balakrishnan and Hou (1999) analyze the spatial residential patterns of ethnic groups in Canadian cities.

Hiebert (2000) explains the history of immigration policy changes in Canada and how these changes have influenced the ethnocultural composition and educational attainment characteristics of immigrants arriving in the GTA. Initially, Canadian immigration policy was “designed to create and reinforce a European settler society” (Hiebert 2000, 26); however, after World War II, economic realities shifted the policy to one of attracting immigrants skilled in the manufacturing and construction sectors. This was the beginning of the policy taking on an explicitly economic emphasis (Hiebert 2000, 26). In 1967, new immigrant legislation involving a new way of selection was introduced, in which a points system was created to remove racist bias

² For the purposes of clarity, Appendix C provides definitions for the terms ‘skilled immigrant’ and ‘effective labour market integration’.
(as previously immigrants from Commonwealth countries, Europe and the United States would receive preference over those from other source countries) and to facilitate the entry of skilled immigrants during times of labour shortages (Hiebert 2000, 26; Ley and Murphy 2001, 122). In addition to the refugee status stream of immigrants, two new streams of immigrants were created: one to allow Canadians to sponsor family members, and another to assess independent immigrant applications based on their demographic characteristics and human capital attainment (Hiebert 2000, 26). With this new structure, the Canadian government took a keen interest in attracting a new type of immigrant with the addition of three business immigrant classes: the self-employed, entrepreneurs, and investors (Hiebert 2000, 7). As evident in Appendix D, applicants to these programs are selected on the basis of capital and/or business experience and thus many arrive with great monetary wealth (Hiebert 2000, 7).

This focus on attracting “economic immigrants” has affected the types of immigrants settling in Canada. Citizenship and Immigration Canada reported that in 2006, nearly 55% of landed immigrants fell into the economic immigrant category (Citizenship and Immigration Canada 2007a, 18). Table 3 provides a detailed analysis of this statement. Moreover, the 2006 Census reveals that 57.3% of recent immigrants were in the core age working group of 25-54 (Statistics Canada 2008a, 29).

With the eliminated racial bias in immigrant selection, a more diverse stream of immigrants has been arriving in Canada. In fact, 73% of all immigrants arriving in the 1990s were visible minorities, up from 68% in the 1980s and 52% in the 1970s. These figures are even stronger for the Toronto CMA, as 79% of all immigrants arriving in Toronto in the 1990s were visible minorities (McIsaac 2003a, 59). The increase in the proportion of immigrants being admitted from non-European countries, as evident in Figure 4, helps explain this trend. Ley and

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3 The use of the term “visible minorities” has recently been contested and debated, notably by the United Nations Committee on the Elimination of Racial Discrimination, which suggested the term may be discriminatory (CBC News 2007). Also, in many cities, people of colour are no longer the minority but rather the majority and therefore some believe this term is no longer accurate.
Table 3: New Immigrants in 2006: By Immigration Category

<table>
<thead>
<tr>
<th>Category</th>
<th>2006 Plan Target Ranges</th>
<th>Admitted Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ECONOMIC CLASS</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Skilled Workers</td>
<td>105,000 – 116,000</td>
<td>105,949</td>
<td>42.1</td>
</tr>
<tr>
<td>Business Immigrants</td>
<td>9,000 – 11,000</td>
<td>12,077</td>
<td>4.8</td>
</tr>
<tr>
<td>Provincial/ Territorial Nominees</td>
<td>9,000 – 11,000</td>
<td>13,336</td>
<td>5.3</td>
</tr>
<tr>
<td>Live-in Caregivers</td>
<td>3,000 – 5,000</td>
<td>6,895</td>
<td>2.7</td>
</tr>
<tr>
<td><strong>Total Economic Class</strong></td>
<td>126,000 – 143,000</td>
<td>138,257</td>
<td>54.9</td>
</tr>
<tr>
<td>(including dependants)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>FAMILY CLASS</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Spouses, Partners, Children and Others</td>
<td>44,000 – 46,000</td>
<td>50,500</td>
<td>20.1</td>
</tr>
<tr>
<td>Parents and Grandparents</td>
<td>17,000 – 19,000</td>
<td>20,006</td>
<td>8.0</td>
</tr>
<tr>
<td><strong>Total Family Class</strong></td>
<td>61,000 – 65,000</td>
<td>70,506</td>
<td>28.1</td>
</tr>
<tr>
<td><strong>PROTECTED PERSONS</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Government-Assisted Refugees</td>
<td>7,300 – 7,500</td>
<td>7,316</td>
<td>2.9</td>
</tr>
<tr>
<td>Privately Sponsored Refugees</td>
<td>3,000 – 4,000</td>
<td>3,337</td>
<td>1.3</td>
</tr>
<tr>
<td>Protected Persons in Canada</td>
<td>19,500 – 22,000</td>
<td>15,892</td>
<td>6.3</td>
</tr>
<tr>
<td>Dependents Abroad</td>
<td>3,000 – 6,800</td>
<td>5,947</td>
<td>2.4</td>
</tr>
<tr>
<td><strong>Total Protected Persons</strong></td>
<td>32,800 – 40,300</td>
<td>32,492</td>
<td>12.9</td>
</tr>
<tr>
<td><strong>OTHERS</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Humanitarian and Compassionate</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grounds/ Public Policy</td>
<td>5,100 – 6,500</td>
<td>10,223</td>
<td>4.0</td>
</tr>
<tr>
<td>Permit Holders</td>
<td>100 – 200</td>
<td>159</td>
<td>0.1</td>
</tr>
<tr>
<td><strong>Total Others</strong></td>
<td>5,200 – 6,700</td>
<td>10,382</td>
<td>4.1</td>
</tr>
<tr>
<td>Category Not Stated</td>
<td>–</td>
<td>12</td>
<td>–</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td>251,649</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: Citizenship and Immigration Canada 2007a, 18

Figure 4: Region of birth of recent immigrants to Canada, 1971 to 2006

Source: Statistics Canada 2007, 9
Murphy (2001) note that after analyzing the proportion and total population of immigrants in Canadian cities, one is able to identify Canada’s three primary immigrant gateway cities as being Toronto, Vancouver and Montreal. They remark that both Toronto and Vancouver have immigrant concentrations three times larger than their share of Canada’s total population (Ley and Murphy 2001, 122). In addition, 97.2% of recent immigrants landing in the last five years have chosen to live in an urban area (Zietsma 2007, 18). By comparison, 77.5% of the Canadian-born population resides in urban areas, making it clear that immigrants overwhelmingly choose to settle in cities more so than the native-born. In 2006, 68.9% (750,000) of recent immigrants chose to settle in the three census metropolitan areas (CMAs) of Toronto, Montreal, and Vancouver alone (Zietsma 2007, 19). As illustrated in Figure 5, the concentration of immigrant settlement in these three cities has been on an upward trend for decades, reaching as high as 73.4% in 1996 (Zietsma 2007, 20). Consequently, an astounding 62.9% of Canada’s total foreign-born population resided in these three cities in 2006 [see Table 4] (Zietsma 2007, 18-19, 21). Immigration, therefore, “has been a key factor in population growth in [Toronto, Vancouver, and Montreal], as well as in other metropolitan areas across Canada” (McIsaac 2003a, 59). For instance, between 2001 and 2006, the foreign-born population in the Toronto CMA grew by 14.1% as compared to the 4.6% growth rate for the Canadian-born population (Statistics Canada 2007, 27). This led scholars such as Andrew Heisz to comment that “immigration is increasingly both an urban phenomenon and a large-city phenomenon” (Heisz 2006, 7).

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4 An urban area or urban community in Canada is comprised of either a census metropolitan area or a census agglomeration area (Zietsma 2007, 18). A census metropolitan area (CMA) or a census agglomeration (CA) is formed by one or more adjacent municipalities centred on a large urban area. The census population count of the urban area is at least 10,000 to form a census agglomeration and at least 100,000 to form a census metropolitan area. To be included in the CMA or CA, other adjacent municipalities must have a high degree of integration with the central urban area, as measured by commuting flows derived from census place of work data (Statistics Canada 2002. Description available at: http://www12.statcan.ca/english/census01/products/reference/dict/geo009.htm).
Figure 5: Share of immigrants 10 years or less in Canada: 


<table>
<thead>
<tr>
<th>Census Metropolitan Area (CMA)</th>
<th>Total Foreign Born Population (in millions)</th>
<th>Foreign Born(^5) Population (as a % of total population)</th>
<th>Foreign Born Population (as a % of Canadian Foreign-Born population)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Toronto</td>
<td>2,320,200</td>
<td>45.7</td>
<td>37.5</td>
</tr>
<tr>
<td>Vancouver</td>
<td>831,300</td>
<td>39.6</td>
<td>13.4</td>
</tr>
<tr>
<td>Montreal</td>
<td>740,400</td>
<td>20.6</td>
<td>12</td>
</tr>
</tbody>
</table>

Source: Statistics Canada 2006 Census

\(^5\) Foreign-born population (also known as the immigrant population) is defined in the 2006 Census as persons who are, or who have been, landed immigrants in Canada. In this analysis, the foreign-born population does not include non-permanent residents, who are persons in Canada on employment or student authorizations, or are refugee claimants. The foreign-born population also excludes persons born outside Canada who are Canadian citizens by birth. The latter are considered part of the Canadian-born or non-immigrant population.
The consequence of immigrant settlement was documented in the 2006 Canadian Census, where it was reported that “immigration has played an important part in shaping Canada’s population” and was “responsible for two-thirds of … population growth” between 2001 and 2006 (Statistics Canada 2007, 6). As of 2006, 19.8% - nearly one in five - of Canada’s population was foreign-born, second only to Australia, which had a foreign-born population of 22.2% (Statistics Canada 2007, 7-8). Canada’s percentage of foreign-born is higher than that of the United States, which had 12.5% of its population represented by foreign-born (Statistics Canada 2007, 8). As evident in Figure 6, the number of foreign-born in Canada has nearly tripled since the 1930s (Statistics Canada 2007, 7). Some scholars have argued that this trend of diverse streams of immigrants overwhelmingly choosing cities has caused the ethnocultural composition of Canada’s three largest cities of Toronto, Vancouver and Montreal to increase rapidly “while the rest of Canada is hardly touched by the effects of immigration” (Hiebert 2000, 27; Kobayashi and Peake 1997). This, they maintain, creates “a markedly heterogeneous social environment [in gateway cities] that stands in sharp contrast to the rest of the nation” (Hou 2006, 1191).

**Figure 6: Number and share of the foreign-born population in Canada, 1901 to 2006**

![Graph showing the number and share of foreign-born population in Canada from 1901 to 2006.](image)

Sources: Statistics Canada 2007, 7
2.3 Immigrants and Their Contribution to the New Economy

A second body of literature consists of scholars exploring the contribution of immigrants to the urban knowledge economy. The term *gateway city* is often used to describe a place for the “transmission of economic, political, and cultural globalization” where prosperity resides and contributes greatly to the economic well-being of a nation (Short et. al. 2000, 318). More recently, the term has been associated with immigration, as various cities around the world are referred to as immigrant gateways. Audrey Singer (2004) characterizes these cities as those with high levels of foreign-born populations and large flows of immigrants. An analysis of world cities “reveals a top tier of cities that are both economic centres and magnets for immigrants” and that the twenty cities with foreign-born populations of greater than 1 million people account for 19% of the world’s foreign-born populations (Benton-Short and Price 2007, 1-3). This makes immigration a “global [city] phenomenon”, propelled by globalization which facilitates the flows of people, goods, and information around the world (Benton-Short and Price 2007, 2). In turn, “traditional gateways have become former gateways; new gateways have emerged; and even newer ones may develop” (Singer 2004, 1). This has created a “new geography of immigration” that brings “locally diverse challenges of incorporating large new populations” as city policymakers debate which policies and programs they should implement to help “facilitate the social, economic, and political incorporation of immigrants” (Singer 2004, 2, 19).

As illustrated in Figure 7, Toronto is Canada’s primary immigrant gateway city and one of the twenty most prominent immigrant gateway cities in the world (Benton-Short and Price 2007). The only Canadian city to have more than 1 million foreign-born residents, Toronto has established itself as a world immigrant gateway along with other global cities such as Sydney, New York, and London (Benton-Short and Price 2007, 3).

Given the economic power of cities and their position as a “gateway for the transmission of economic, political and cultural globalization”, scholars have suggested that “there is little
Figure 7: Immigrant Gateway Cities With Foreign Born Populations of Greater Than 1 Million (2007)

Cities with over 1,000,000 Foreign-born Residents

Source: Benton-Short and Price (2007)
doubt that the futures of immigration and cities are deeply intertwined” and that “immigration is fundamentally urban” (Short et. al. 2000, 318; Wyly 2006, 2). Benton-Short and Price (2007, 2) conclude that the processes of globalization will lead to more immigrant gateway cities “due to globalization and the acceleration of immigrant flows driven by income differentials, social networks and various state policies”.

2.3.1 Implications of Concentrated Immigrant Settlement on Canada’s Gateway Cities

Despite its numerous benefits, due to existing funding arrangements and infrastructure levels, immigration places additional pressures on cities to meet the basic needs of their populations. Consequently, Toronto, Vancouver and Montreal have faced particular challenges and stress on city services that are unique to their status as Canada’s major immigrant gateways. A recent report by the Conference Board of Canada warns that “Canada’s cities face certain threats that, if left untended, could choke off economic expansion and gains in living standards down the road” (Conference Board of Canada 2007, 5). These threats stem from many challenges.

For instance, Canada’s major cities face major fiscal gaps as a result of bearing the costs of services off-loaded by federal and provincial governments over the past two decades while being under-financed by available sources of revenue. These cities find it challenging to “provide the physical and social infrastructure required to sustain their economic competitiveness” and offer a quality of life that their citizens expect while at the same time incurring substantial settlement costs related to the large immigration flows that characterize their cities (Conference Board of Canada 2007, 5). They are forced to bear additional service and investment costs that stem from a growing urban population (fueled by immigration) and expanding economy, yet cannot impose their own income or consumption taxes to collect corresponding revenues (Conference Board of Canada 2007, 7). Enid Slack of the University of Toronto states,

[w]hen the federal government cuts back on its funding, for immigrants, the result [is that] cities end up picking up a lot of the costs. Because these
people coming forth need services these immigrant, have needs and need services and the city provides them. Because they are the lowest level of government for people. So a lot of which I believe should be funded at the federal level and provincial level. And the cities in Canada do not have the right tools to pay for these kind of services. As you know we depend largely on property tax, governmental grants, very little, federal grants, and heavy user fees. And the property tax is inherently the wrong tax to pay for services that are giving income, and immigration is one of those services.

“[P]opulation growth in Canada’s biggest cities is both a sign of economic strength and a source of strain” (Conference Board of Canada 2007, 7). This barrier was addressed in part with the recent City of Toronto Act, which was passed in 2006 and implemented in 2007. Achieved after much lobbying by the mayor of City of Toronto and other City representatives, the Act gave the City of Toronto – which receives nearly half of all immigrants settling in Canada – new broad powers related to taxation and jurisdiction. This included the ability to pass by-laws regarding matters that ranged from public safety to the city’s economic, social and environmental well being as well as the ability to raise new taxes except in the prohibited areas of income tax, wealth tax, gas tax, or general sales tax (City of Toronto 2007a).

Nevertheless, cities remain “chronically short of resources and poorly equipped with governance powers” and “struggling to fulfill their potential as engines of national prosperity” (Conference Board of Canada 2007, 12). In 2004, despite receiving over 50% of immigrants, Ontario received only 34% of federal settlement funding as opposed to Quebec, which received 18% of all immigrants and a similar proportion of funding (Government of Ontario 2005b). As shown in Figure 8, this funding inequality was identified in a 2003 Toronto City Summit Alliance report. As evident in Figure 9, this results in Ontario receiving only $819 per landed immigrant in comparison to $3,806 for Quebec for a shortfall of nearly 400 million (Benzie 2005, Government of Ontario 2005c). Recently, however, investment from the federal government as a result of the 2005 Canada-Ontario Immigration Agreement will result in a quadrupling of settlement funding for Ontario to
Figure 8: Immigration Settlement Funding for Ontario, Quebec and British Columbia

![Diagram showing immigration settlement funding for Ontario, Quebec, and British Columbia.]

Source: Toronto City Summit Alliance 2003, 20

Figure 9: Fiscal Gap Between Ontario and Quebec For Funding Per Immigrant

![Diagram showing the fiscal gap between Ontario and Quebec for funding per immigrant.]

Source: Government of Ontario 2005c, 10
approximately $3400 per landed immigrant in 2011 and give Ontario 40% of new federal settlement funding (Benzie 2005; Government of Ontario 2005a). Despite this, Ontario will still receive less funding per capita than Quebec, which currently receives approximately $4000 per landed immigrant (Benzie 2005).

Within the Greater Toronto Area, there is also a fiscal gap between per landed immigrant funding that the City of Toronto receives in comparison to the “905” regions of Durham, Halton, Peel and York. Figure 10 reveals that the suburban regions of the Toronto Region – particularly York Region – receive considerably lower funding from Citizenship and Immigration Canada for settlement services per landed immigrant than the City of Toronto, falling well below the Greater Toronto Area and Ontario averages. As shown in Figure 11, this situation has worsened over recent years as the gap has widened, particularly for the Peel and York regions. Figure 12 illustrates a similar trend for federal Language Instruction for Newcomers to Canada (LINC) funding over recent years. These trends have been pointed out by representatives of Peel and York Regions as there is a perception that funding levels do not reflect the population growth that is occurring in these areas. For instance, “in 2004-05, the federal government spent 16% of the total GTA immigration settlement services funding in Peel, but Peel is now receiving well over 20% of all new immigrants in the GTA” (Peel Region 2007). Therefore, Peel and York Regions have made it clear that federal funding for immigration services has not kept pace with the increase in the share of immigrants settling in their jurisdictions (Peel Region 2007; Bureaucrat, York Region, 12 July, 2008, Personal Conversation).

When attempting to manage growth that is exacerbated by overwhelming immigration flows, Canada’s three major immigrant gateway cities face the challenge of an infrastructure gap because their existing urban infrastructure is at or approaching the end of its lifespan and needs to be replaced. This infrastructure gap – which is defined as the difference between the amount of funds currently dedicated to infrastructure maintenance and renewal and the amount of funds required to invest to attain acceptable conditions of infrastructure – has been estimated at anywhere between $50
Figure 10: Citizenship and Immigration Canada Funding – GTA by Region (2005)

Source: Citizenship and Immigration Canada Ontario Regional Office 2005

Figure 11: Citizenship and Immigration Canada Per Capita Funding – GTA by Region

Source: Citizenship and Immigration Canada Ontario Regional Office 2005
billion and $125 billion, and likely to continue to grow (Conference Board of Canada 2007, 8). The effect of this gap on Canada’s major cities is quite disproportionate, given that cities own 50% of all infrastructure assets, as compared to the provincial governments (40%) and the federal government (10%) (Conference Board of Canada 2007, 8).

“[D]espite increases in municipal government spending on infrastructure since 2001, there is still a pressing need to replace and modernize urban infrastructure” (Conference Board of Canada 2007, 8). This is worrying given that “infrastructure in Canada’s major cities is not keeping pace with the needs of the manufacturing and service businesses, whose competitive advantage is tied to the existence of a modern, accessible and reliable network of roads, rail, and air transportation”, thereby placing these cities at a disadvantage in the global city-region network (Conference Board of Canada 2007, 8). As the Conference Board of Canada (2007, 11) states: “Canada’s major city-regions are in a race with other major city-regions around the world for investment and jobs”, with their “success or failure linked to the behaviour and resources of their direct competitors in the
United States and Europe”. The success of the Toronto Region and other cities in this regard is severely hampered by recent estimates that peg the municipal infrastructure deficit at an astounding $123 billion. This figure, put forward by a 2007 report prepared for the Federation of Canadian Municipalities, is comprised of deficits of $31.0 billion in water and wastewater, $21.7 billion in transportation, $22.8 billion in transit, $40.2 billion in cultural, social, community and recreational infrastructure, and $7.7 billion in waste management (Mirza 2007, 15).

With competitors capitalizing on resources provided by regional and national governments to revitalize neighbourhoods and create industry clusters, the future of Canadian cities under existing frameworks is put at risk “unless all levels of government (and their potential civic partners) muster the willpower and coordination required to undertake the kinds of initiatives that are boosting the international rankings of competitive cities” (Mirza 2007, 11). As the Toronto City Summit Alliance remarks: “despite the strength of the Toronto region’s economy and the wealth it produces, we have witnessed a growing gap between the public investments required in the region and the financial capacity of our local governments to fund those investments” and that “quite simply, Canadian federalism is not working for our large city-regions” (Toronto City Summit Alliance 2003, 4).

Lastly, Canada’s major cities face the challenge of governance weaknesses. As the Conference Board of Canada (2007, 9) found, “Canada’s present systems of municipal governance also often fail to provide cities with the organizational structures and decision-making capacity necessary to properly execute strategic planning and regional coordination”. In light of how “major cities around the world are struggling with how to adapt their governance systems to the new scale of city-regions and the realities of globalization … it is clear to many observers that Canada’s major cities are in need of new ways of governing” (Conference Board of Canada 2007, 9). The Federation of Canadian Municipalities (FCM) (2006, 46) acknowledges that “today’s pattern of immigration has significantly changed the face of communities in Canada” and as a result, “municipal governments have had to develop the expertise and capacity to provide community infrastructure and services that respond to the needs and potential of immigrants”. Nevertheless, “this is a vital but
unfunded mandate” (Federation of Canadian Municipalities 2006, 46). The consequence of these challenges is that “immigration-related policies, funding and services are currently fragmented or poorly coordinated across governments, the volunteer sectors and other service providers, and are often unresponsive to the specific needs of [immigrant] communities” (Toronto City Summit Alliance 2003, 20). In addition, “systemic issues – limited resources, lack of integration of policies and programs and narrow service mandates – limit service providers’ abilities to meet newcomer’s needs” (Toronto City Summit Alliance 2003, 20). Scholars have “framed the challenge of city growth and competitive advantage as cities needing both ‘magnets and glue’”. Magnets are understood as the elements that attract not only investment but also people, such as immigrants, to cities, and glue as the social foundation that fosters health and well-being and contributes to the bonds of community (McIsaac 2003b, 3).

Furthermore, “immigrants and refugees in Canada currently experience great difficulty in becoming economically integrated and poverty among new Canadians has reached unprecedented levels” (Simich et. al. 2005, 266). “Responsibilities for immigrant settlement, health and social services are under funded and uneasily divided between national, provincial and local jurisdictions, confounding accountability for service gaps related to immigrant health and giving the Canadian cities where most immigrants settle little influence over the integration process” (Simich et. al. 2005, 266). This is compounded by what McIsaac (2003a, 62) argues is a “systematic underevaluation and exclusion” of immigrants and their educational and professional credentials”.

2.3.2 Municipal Strain and Political Responses

Due to strains related to inadequate resources, revenues and funding mechanisms to provide adequate levels of services for their rapidly growing and/or large populations, municipal government revenues do not allow the necessary flexibility to respond to such needs (Papillon 2002, 19). Municipalities have sought specific arrangements with provincial and federal governments to fund targeted activities or programs. Examples include the One Cent Now campaign and the 2005 New
Deal For Cities and Communities (Papillon 2002, 19). These political responses are described in greater detail in Appendix D.

2.3.3 Immigration Positioned as a “Silver Bullet” for Canada

In addition to arguing that Canada has become “an urban nation”, those advocating for more funding and support for cities have begun to situate the large immigrant populations in cities as an economic opportunity that requires long-term investment for national success. Elizabeth McIsaac (2002, 2-3), current Executive Director of TRIEC, notes that “Canadian cities need immigrants” and that cities require “the tools they need to be competitive”. The Federation of Canadian Municipalities acknowledges that “immigration enriches our communities and strengthens our economy” and that developing the expertise and capacity to provide community infrastructure for these immigrants is a “vital but unfunded mandate” (Federation of Canadian Municipalities 2006, 46). In fact, “new research at the University of Toronto suggests that the growth of knowledge-based industries is closely linked to levels of immigration and diversity, among other factors” and that the City of Toronto scored higher than most North American cities on these indices (Toronto City Summit Alliance 2003, 19). Gertler (2001, 120) credits international immigration as “a phenomenon that has been responsible for bringing incredible dynamism and vitality” to cities and says that it “exerts a strongly positive influence”. This he argues, is because of the flows of skilled human capital in helping to address labour shortages and boost entrepreneurship, the endowment of distinctive forms of cultural capital, the influence of immigrant talent in enhancing creativity, and the role of immigration in “enhance[ing] the diversity and distinctiveness of [cities], further strengthening their long-run economic prospects” (Gertler 2001, 120-121).

In the age of globalization, “Canada’s ability to remain competitive in the global economy depend[s] on how effective it [is] in attracting and maintaining a world class labour force” (Conference Board of Canada 2001, 3). As stated by the Conference Board of Canada (2001, 3), “the ability to recognize the full range of peoples’ learning and to transfer credentials among educational
institutions and workplaces was – and remains – central to success in the face of globalization”. Given that international competition has forced Canada to enhance its knowledge-based sector in order to prosper, immigration will play a critical role in ensuring that Canada can compete on the global stage and maintain a strong economy (Conference Board of Canada 2001, 4). As a result of these benefits, immigration is positioned by the federal government as a “silver bullet” (McIsaac 2003b, 2). Many cities are now branding diversity in their slogans and press releases as well as “a more strategic use of diversity for competitive advantage in the global marketplace” (Mitchell 2003, 387). Additionally, Singer notes that, for many immigrant gateway cities, immigration has become a part of their identity and local pride because of the large share of their residents being comprised of first- or second-generation immigrants (Singer 2004, 16). This is certainly the case for the GTA, as more than 70% of its residents are either immigrants or the children of immigrants (Heisz 2006, 8-9). Evidence of the appreciation of diversity can be seen in the literature and branding of cities within the GTA, with the official websites of the City of Toronto, the Town of Markham, the City of Brampton and the City of Mississauga all highlighting their diverse populations and the positive contributions they have made to society and the economy (City of Toronto 2007c; Town of Markham 2007; City of Brampton 2007; City of Mississauga 2007).

2.4 Critiques of the Immigrant Experience

A third and growing body of literature critiques the more traditional immigration literature and pays closer attention to documenting the struggles and challenges facing skilled immigrants when maneuvering through the Canadian immigration settlement process. I have divided these critiques into the following six subsections: systemic discrimination and devaluation of skills and credentials; racial discrimination and inequality; income disparities between immigrants and Canadian-born; higher unemployment rates and incidence of poverty among immigrants; poor labour market outcomes for immigrants despite high education levels; and, the role of employers and professional accreditation bodies in the devaluation of immigrant labour.
2.4.1 Systemic Discrimination and Devaluation of Skills and Credentials

A number of scholars have identified issues related to systemic discrimination and the devaluation of labour as obstacles to immigrants obtaining effective employment upon arrival in Canada. Lamontagne (2003, 14) remarks, “some have described Canada’s efforts to attract qualified workers trained abroad as seduction and abandonment”. She argues that immigrants, accepted based on their credentials and expertise, are “lured with promises of jobs and a quality of life that draw heavily on Canada’s reputation in other countries” but upon arrival “are left to their own devices” (Lamontagne 2003, 14). Moreover, Grant (2007, 137) contends that immigration policy in Canada leaves foreign-trained skilled personnel with “the implicit message that Canadian employers and professional accreditation bodies will recognize and value their credentials and work experience should they decide to immigrate to Canada. Unfortunately, this implication is unfounded as the Canadian government has no mechanisms in place to ensure such recognition”.

Brouwer (1999, 4) suggests that “due largely to the unfamiliarity of regulatory bodies, employers and academic institutions with foreign educational, training, technological and professional standards, many of the immigrants [in the most highly valued occupations] face major and sometimes insurmountable barriers to obtaining occupational licensure. The result is a highly educated and experienced underclass of immigrant professionals and tradespeople who are unemployed or underemployed in Canada”.

Alboim and McIsaac (2007, 4) list some of the key barriers preventing many immigrants from obtaining effective employment in their profession or occupation of expertise as “employer and regulatory requirements for Canadian work experience, credential recognition, licensing for regulated professionals, lack of labour market language training, lack of customized upgrading and support opportunities, and lack of information overseas and in Canada”. They note that with respect to earnings, it now takes immigrants approximately ten years to reach the same level as their Canadian-born counterparts. In addition, “although some recent immigrants have found jobs in high-skilled occupations…many, regardless of education, are employed in low-skilled occupations”
(Alboim and McIsaac 2007, 3). One in four university-educated immigrants holds a job requiring no more than a high school education. As a result, university-educated immigrants are overrepresented in low-skilled jobs and “many recent immigrants are employed in jobs that typically require a high school education or less” (Alboim and McIsaac 2007, 4). A longitudinal survey of immigrants conducted in 2000-2001 by Statistics Canada reported that just 40% of skilled immigrants found work in their intended occupation or profession of expertise, meaning that 60% made a downwardly mobile turn in the labour market (Alboim and McIsaac 2007, 4). Alboim and McIsaac (2007, 4) do note that these figures vary depending on the labour market outcomes in various sectors and that immigrants in the skilled worker class do tend to fare better economically than highly educated immigrants from other immigrant classes.

2.4.2 Racial Discrimination and Inequality

The majority of immigrants are now visible minorities and a debate exists as to whether or not poor labour market outcomes for skilled immigrants is directly related to racial discrimination and inequality.

Michael Ornstein (2000) raised the issue of racial inequality in Toronto. Analyzing the 1996 census, Ornstein’s report demonstrated that many visible minority groups in the City of Toronto experience higher levels of poverty and discrimination and lower-socio-economic performance than those of European ethnicities. For instance, according to the 1996 census in Toronto, “the family poverty rate for all groups of non-European origins [was] 34.3%, which [was] more than double the poverty rate for families of European origins” (Reitz 2004, 3). In addition, “poverty rates for some non-European groups approached 50% or more” (Reitz 2004, 3). Ornstein (2006, 82) followed-up this report with an analysis of socio-economic characteristics of ethnic groups in the City of Toronto between 1971 and 2001. He found that the Census revealed great diversity and socio-economic disparities within visible minority populations and between ethno-racial groups. Referring to it as a “vertical mosaic”, Ornstein (2006, 82, 87) identified three paradigms: human capital, immigration
and settlement, and racialization. These three paradigms, he argues, “have fundamentally different ideas about discrimination”. Human capital, Ornstein (2006, 87) contends, discriminates based on “imperfections in the labour market, whereby employers mistakenly underestimate the worth of employees with particular characteristics”. With respect to immigration and settlement, “discrimination is often seen in terms of social capital and the exclusion of immigrants from networks providing job contacts, information about housing and other critical local knowledge”. Racialization holds the dominant group in society and institutions as a whole accountable “for dealing unfairly with groups that are created as racialized outsiders” (Ornstein 2006, 87). Ornstein (2006, 89) concluded that “the contemporary, no longer monochromatic, mosaic includes many more and more culturally varied ethno-racial groups and it exhibits greater extremes of privilege and disadvantage” that should be monitored in future census years to see if it hardens in layered form.

Reitz and Banerjee (2007) attribute the declining immigrant labour market outcomes to the fact that the majority of immigrants arriving in Canada today are from countries outside of Europe, and thus are predominantly visible minorities. They and other scholars such as Galabuzi (2006), Teelucksingh and Galabuzi (2005) and Peake and Kobayashi (2002) suggest that racism in general plays a factor in the devaluation of immigrant skills and credentials. This contention has been underscored by some startling figures that show that visible minorities – or racialized peoples – are more likely to live in poverty and experience discrimination. For instance, according to the United Way of Greater Toronto, while the poverty rate for non-racialized (ie. Caucasian, European) populations fell by 28% between 1980 and 2000, the poverty among visible minority populations rose by 361% over the same period (Galabuzi 2007). In addition, 32% of children in racialized families and 47% of children in recent immigrant families in Ontario live in poverty (Colour of Poverty Campaign 2008). Hiebert (2000, 35) contends that “there appears to be an unambiguous triple jeopardy situation where women, immigrants and visible minorities all receive lower incomes, relative to their level of education, compared with white males born in Canada”.

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Teelucksingh and Galabuzi (2005, 1) observe that “social indicators such as higher rates of poverty, sectoral, and occupational concentrations along racial lines, high unemployment and underemployment, [and] a failure of educational attainment to translate into comparable occupational status and compensation” suggest the need to revisit the concern of systemic racial discrimination. They argue that Canada’s labour market is now “colour coded” and highlight findings from the 1996 and 2001 census years that show a “persistent double-digit income disparity between racialized and non-racialized individual earners” (Teelucksingh and Galabuzi 2005, 6). They cite a 2004 Conference Board of Canada study showing that racialized (visible minority) groups accounted for a significant amount of real gross domestic product growth (GDP) that was well and above their share of the population (Teelucksingh and Galabuzi 2005, 6). Ultimately, “for many racialized group members, educational attainment has not translated into comparable labour market access or workplace mobility” (Teelucksingh and Galabuzi 2005, 7). Reitz and Banerjee (2007) provide similar statistical analysis that points to racial inequalities and discrimination.

Grant (2007, 137) reveals research that shows that despite immigrants’ being trained in prestigious professions associated with the highest incomes within the Canadian labour market (such as engineering, physical sciences and commerce), “racialized Canadians with foreign training in these fields of study were the ones who tended to be most underpaid relative to White, native-born Canadians”. Additionally, he points to research that “suggests that the initial wage gap for racialized immigrants is an important pay equity issue because it results from both an undervaluing of the immigrant’s professional credentials and from discrimination, with women being especially adversely affected” (Grant 2007, 137).

Peake and Kobayashi (2002, 53) attribute some of these findings to their observation that “recent immigrants are often less able to resist the effects of racism because they may lack knowledge and resources”. They make similar assertions to Reitz and Banerjee (2007) and Teelucksingh and Galabuzi (2005), stating that “racialization often involves impoverishment, both in cultural discourse and throughout the institutional landscape” (Peake and Kobayashi 2002, 54).
Bambrah (2006, 9) suggests there is a “need to make a transition from the traditional ‘Canadian First’ approach to a ‘Canada First’ model to create a cohesive, inclusive and globally competitive workforce”. She suggests that “borderless access to the global marketplace and labour pool demands that governments move beyond protection of the domestic labour pool to embrace competition from foreign workers” (Bambrah 2006, 9). This creates “enormous pressure to facilitate borderless access to both the global marketplace and labour pool” (Bambrah 2006, 9).

2.4.3 Income Disparities Between Immigrants and Canadian-born

A number of studies have shown that the earnings of immigrants are far below that of Canadian-born, despite similar qualifications and expertise. This has become a consistent and historic trend, with Reitz (2004) determining that this trend has been in existence since at least 1981. “[W]hereas immigrant men arriving in the five-year period before the 1981 earned 79 percent of the earnings of native-born men, by 1996 this dropped to 60.0 percent. For women, the figure dropped from 73.1 percent to 62.4%. By 2001, as a result of the improved labour demand in the late 1990s, relative earnings for the most recently-arrived immigrants were higher than they had been in the mid-1990s, but remained about 15 percentage points below 1970 levels” (Reitz 2004, 2). Reitz notes that “optimistic expectations that the trends might be reversed with the economic recovery of the later 1990s were dashed by poor employment and earnings figures for immigrants in the 2001 census”, highlighted by the works of Frenette and Morrisette (2004) and Galarneau and Morrisette (2004) (Reitz 2004, 2).

Using 2001 census data, Frenette and Morissette (2003, 7) confirm that “the earnings gap between recent male immigrants and Canadian-born men more than doubled between 1980 and 2000”, with “the earnings gap between recent immigrant women and their Canadian-born counterparts [rising] substantially over the last two decades”. This earnings gap is quite wide, reaching a high of 45% between males in 1995 and an estimated 30% at present day. Perhaps more surprising is that “immigrants who came to Canada in the 1980s still had, 15 years after their arrival, substantially lower earnings than Canadian-born workers” (Frenette and Morissette 2003, 8).

Using data obtained from a 2006 Statistics Canada labour force survey, one is able to see that this trend continues to this day. As illustrated in Table 5, there is an over 30% weekly wage differential between recent immigrants and Canadian-born between the ages of 25 and 54 living in the GTA. This figure lowers slightly to just under 20% for immigrants in the country five to ten years, and just under 15% for established immigrants in Canada ten years or more. What is interesting is that in terms of labour market success, immigrants are worse off in the GTA than they are in Ontario and Canada as a whole, as the GTA is the only one of these three jurisdictions to have a wage differential of more than 10% between established immigrants and Canadian-born. Although it takes immigrants ten years on average to achieve relative wage parity (hourly and weekly) with Canadian-born in Ontario and Canada as a whole, this is not the case for the GTA.

### 2.4.4 Higher Unemployment Rates and Incidence of Poverty

The difficulties facing many skilled immigrants in obtaining employment have resulted in lower employment rates for immigrants in comparison to Canadian-born. As evident in Table 6, Canadian-born in the GTA had employment rates in 2006 nearly 20% higher than those of recent immigrants. This was consistent when examining Ontario and Canada as a whole. The 2006 Census revealed a similar national trend when reporting a 15.4% gap between the employment rates of recent immigrants and Canadian-born (Statistics Canada 2008a, 8).
Table 5: Employee earnings estimates by immigration status for age 25 to 54 years

<table>
<thead>
<tr>
<th>Country</th>
<th>Total Landed immigrants</th>
<th>Very recent immigrants, 5 years or less</th>
<th>Recent immigrants, 5+ to 10 years</th>
<th>Established immigrants, 10+ years</th>
<th>Born in Canada</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total employees ('000)</td>
<td>Average hourly wage rate (current dollar)</td>
<td>Average hourly wage rate as a percentage of Canadian-born wage rate</td>
<td>Average weekly wage rate (current dollar)</td>
<td>Average weekly wage rate as a percentage of Canadian-born wage rate</td>
</tr>
<tr>
<td>Canada</td>
<td>2002.6</td>
<td>20.17</td>
<td>92.23</td>
<td>764.51</td>
<td>92.40</td>
</tr>
<tr>
<td></td>
<td>337.7</td>
<td>17.11</td>
<td>78.24</td>
<td>641.10</td>
<td>77.48</td>
</tr>
<tr>
<td></td>
<td>357.4</td>
<td>19.47</td>
<td>89.03</td>
<td>741.73</td>
<td>89.65</td>
</tr>
<tr>
<td></td>
<td>1307.5</td>
<td>21.15</td>
<td>96.71</td>
<td>802.00</td>
<td>97.00</td>
</tr>
<tr>
<td></td>
<td>7695.6</td>
<td>21.87</td>
<td>100.00</td>
<td>827.40</td>
<td>100.00</td>
</tr>
<tr>
<td>Ontario</td>
<td>1164.4</td>
<td>20.97</td>
<td>89.81</td>
<td>801.04</td>
<td>90.11</td>
</tr>
<tr>
<td></td>
<td>179.4</td>
<td>17.59</td>
<td>75.33</td>
<td>663.29</td>
<td>74.62</td>
</tr>
<tr>
<td></td>
<td>210.4</td>
<td>20.54</td>
<td>87.97</td>
<td>790.34</td>
<td>88.91</td>
</tr>
<tr>
<td></td>
<td>774.6</td>
<td>21.86</td>
<td>93.62</td>
<td>835.85</td>
<td>94.03</td>
</tr>
<tr>
<td></td>
<td>2717.7</td>
<td>23.35</td>
<td>100.00</td>
<td>888.92</td>
<td>100.00</td>
</tr>
<tr>
<td>Toronto-CMA</td>
<td>889.4</td>
<td>20.60</td>
<td>81.75</td>
<td>791.20</td>
<td>81.68</td>
</tr>
<tr>
<td></td>
<td>139.7</td>
<td>17.30</td>
<td>68.65</td>
<td>656.70</td>
<td>67.80</td>
</tr>
<tr>
<td></td>
<td>162.7</td>
<td>20.10</td>
<td>79.76</td>
<td>780.30</td>
<td>80.56</td>
</tr>
<tr>
<td></td>
<td>556.0</td>
<td>21.60</td>
<td>85.71</td>
<td>828.20</td>
<td>85.50</td>
</tr>
<tr>
<td></td>
<td>832.3</td>
<td>25.20</td>
<td>100.00</td>
<td>968.60</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Source: Adapted from Statistics Canada 2006 Labour Force Survey
Table 6: Labour force estimates by immigration status for age 25 to 54 years

<table>
<thead>
<tr>
<th></th>
<th>Canada</th>
<th>Ontario</th>
<th>Toronto CMA</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Unemployment rate (%)</td>
<td>Employment rate (%)</td>
<td>Unemployment rate (%)</td>
</tr>
<tr>
<td>Total Landed immigrants</td>
<td>6.5</td>
<td>77.7</td>
<td>6.3</td>
</tr>
<tr>
<td>Very recent immigrants, 5 years or less</td>
<td>11.5</td>
<td>65.4</td>
<td>11.0</td>
</tr>
<tr>
<td>Recent immigrants, 5+ to 10 years</td>
<td>7.3</td>
<td>75.7</td>
<td>7.0</td>
</tr>
<tr>
<td>Established immigrants, 10+ years</td>
<td>5.0</td>
<td>82.1</td>
<td>5.0</td>
</tr>
<tr>
<td>Born in Canada</td>
<td>4.9</td>
<td>83.1</td>
<td>4.4</td>
</tr>
</tbody>
</table>

Source: Adapted from Statistics Canada, 2006 Labour Force Survey

The national employment rate for recent immigrants aged 25 to 54 has steadily decreased in the region since 1981. As evident in Figure 13, this is in stark contrast to the improving employment rates for the Canadian-born over the same period (Heisz 2006, 9). Moreover, underemployment amongst the majority of the skilled immigrant population has led to higher rates of poverty. Picot, Hou and Coulombe (2007, 4) show that “poverty dynamics outcomes deteriorated for immigrants entering Canada after 2000”, meaning “the probability of entry rose, and of exit fell”. In all, they found that “about one-fifth of immigrants entering Canada during the

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6 Recent immigrants in this dataset are defined as those immigrants in Canada ten years or less. For 2006 data, the employment rates for immigrants in Canada 5 years or less and immigrants in Canada 5+ to 10 years were totaled and averaged to obtain the employment rate for immigrants in Canada 10 years or less.
1990s found themselves in chronic low income, a rate about 2.5 times higher than among the Canadian born” (Picot, Hou and Coulombe 2007, 4). Perhaps most shocking was that the dramatic rise in the educational attainment of recent immigrants to Canada did little to change the incidence of immigrant poverty in Canada. In fact, it did the opposite, as “by the early 2000s, skilled class entering immigrants were actually more [emphasis added] likely to enter low income and be in chronic low income\(^7\) than their family class counterparts”, with their small advantage over those with lower education credentials disappearing by 2000 (Picou, Hou and Coulombe 2007, 4). Walks (2006, 278) notes: the “deterioration in earnings levels for recent immigrants occurred despite demographic shifts among recent immigrant cohorts (toward higher education and skill levels) that should have left them significantly better off, rather than worse, than earlier cohorts”. Poor immigrants, therefore, are now more highly educated, for by the end of the 1990s,

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\(^7\) Chronic low income is defined for an immigrant as being in the low income bracket for at least four of their first five years in Canada (Picou, Hou and Coulombe 2007, 4).
50% of this group fell in the skilled economic class and 41% had earned a degree. This trend has continued, as in 2001, 44.6% of recent immigrants fell under the low income cut-off (LICO) rate and 60% of recent newcomers were working in part-time or contract-based employment (Picou, Hou and Coulombe 2007, 5; Colour of Poverty Campaign 2008).

“[T]he scope of the state to support its citizens has been substantially curtailed”, with unemployment insurance and welfare programs decreasing in recent years (Hiebert 2006, 39). Hiebert (2005, 39) states that “this reduction of public welfare applies to everyone, but is especially important to immigrants” for “recent immigrants need a number of special services – such as language training, post-trauma programmes for refugees, and so on, and funding for these has eroded”. He argues that these cuts have had a worse impact on recent immigrants, for they are in particular need of social services (Hiebert 2006, 39). Thus, he questions if settlement services are “becoming less accessible” Hiebert (2005, 44). Simich et. al. (2005, 265-266) conclude that “systemic issues – limited resources, lack of integration of policies and programs and narrow service mandates – limit service providers’ abilities to meet newcomers’ needs”.

2.4.5 Poor Labour Market Outcomes for Immigrants Despite High Education Levels

Labour market troubles and economic misfortunes facing immigrants occur despite their high education levels. Recent immigrants are just as or even more educated than Canadian-born, as landed immigrants to Canada between the ages of 25 and 54 had higher educational levels than Canadian-born, with recent immigrants in 2006 being twice more likely to hold a university degree. One-third of recent immigrants had at least a bachelor’s degree and one in five had a graduate degree, as compared to one-sixth and just one in twenty for Canadian-born respectively (Zietsma 2007, 21). Moreover, “although 23% of Canadians aged between 25 and 64 were born outside Canada, they accounted for nearly one-half (49%) of the doctorate holders in Canada and for 40% of adults with a master's degree” (Statistics Canada 2008b, 17).
As illustrated in Table 7, a recent 2006 Statistics Canada labour force survey found that nearly 40% of all immigrants in the GTA had a university degree, with 63.5% having some sort of post-secondary education. Table 8 reveals that more than half of recent immigrants in the GTA had a university degree or more, with nearly three-quarters having some sort of post-secondary education. When comparing these figures to Ontario and Canadian averages, the GTA has slightly more university graduates. This raises further questions as to why skilled immigrants in the GTA are below average in terms of hourly and weekly earnings.

With authors showing “that immigrants ... are, on average, not faring particularly well in the Canadian labour market”, the common response has been that “immigrants lack appropriate human capital for successful integration in the Canadian economy” (Hiebert 2006, 41-42). This, Hiebert (2005, 42) notes, emits a “clear signal for the policy system [to] reorient priorities and admit a higher ratio of points-assessed immigrants, as was the case several decades ago and before the onset of declining immigrant fortunes (Hiebert 2006, 42). He dismisses this logic by contesting that “immigrants on average, who arrive through all classes, are better-educated than their Canadian-born counterparts” Hiebert (2005, 42). Figure 14 shows that in 2001, a significant percentage of immigrants arriving in the refugee or humanitarian classes had high levels of education. This debunks the myth that non-skilled worker class immigrants are unable to compete in the knowledge economy. Hiebert (2005, 42) states that “if everything is simply a matter of human capital, then immigrants should be flourishing in the labour market”. He puts forward a reason for the income disparity between foreign-born Canadians and the Canadian-born, arguing that there is “widespread agreement on the nature of labour market barriers that inhibit the full participation of immigrants” (Hiebert 2006, 43). He contends that “there is a disjuncture between the institution that determines immigration policy and admissions (the State) and the institution that regulates entry to most of the more desirable professions, through the credentialisation
This in turn results in “the Skilled Worker class [gaining] entry to Canada by fulfilling certain criteria…but having their status [not] recognized once they arrive (Hiebert 2006, 43).

Table 7: Population estimates by immigration status and educational attainment for age 25 to 54 years (2006 Annual Averages – Landed Immigrants)

<table>
<thead>
<tr>
<th></th>
<th>Total Landed Immigrants (000)</th>
<th>Total Landed Immigrants (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Canada</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total, all education levels</td>
<td>3102.5</td>
<td>100.0</td>
</tr>
<tr>
<td>No degree, certificate or diploma</td>
<td>360.2</td>
<td>11.6</td>
</tr>
<tr>
<td>High school graduate</td>
<td>599.3</td>
<td>19.5</td>
</tr>
<tr>
<td>High school graduate, some post-secondary</td>
<td>134.4</td>
<td>4.3</td>
</tr>
<tr>
<td>Post-secondary certificate or diploma</td>
<td>905.0</td>
<td>29.2</td>
</tr>
<tr>
<td>University degree</td>
<td>1105.7</td>
<td>35.6</td>
</tr>
<tr>
<td>Bachelor’s degree</td>
<td>718.8</td>
<td>23.2</td>
</tr>
<tr>
<td>Above bachelor’s degree</td>
<td>384.9</td>
<td>12.4</td>
</tr>
<tr>
<td><strong>Ontario</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total, all education levels</td>
<td>1761.2</td>
<td>100.0</td>
</tr>
<tr>
<td>No degree, certificate or diploma</td>
<td>262.9</td>
<td>11.5</td>
</tr>
<tr>
<td>High school graduate</td>
<td>349.6</td>
<td>19.9</td>
</tr>
<tr>
<td>High school graduate, some post-secondary</td>
<td>74.6</td>
<td>4.2</td>
</tr>
<tr>
<td>Post-secondary certificate or diploma</td>
<td>502.2</td>
<td>28.5</td>
</tr>
<tr>
<td>University degree</td>
<td>631.9</td>
<td>35.9</td>
</tr>
<tr>
<td>Bachelor’s degree</td>
<td>406.6</td>
<td>23.0</td>
</tr>
<tr>
<td>Above bachelor’s degree</td>
<td>227.3</td>
<td>12.9</td>
</tr>
<tr>
<td><strong>Toronto - CMA</strong></td>
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<td></td>
</tr>
<tr>
<td>Total, all education levels</td>
<td>1280.3</td>
<td>100.0</td>
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<tr>
<td>No degree, certificate or diploma</td>
<td>155.0</td>
<td>12.0</td>
</tr>
<tr>
<td>High school graduate</td>
<td>263.8</td>
<td>20.4</td>
</tr>
<tr>
<td>High school graduate, some post-secondary</td>
<td>54.5</td>
<td>4.2</td>
</tr>
<tr>
<td>Post-secondary certificate or diploma</td>
<td>349.1</td>
<td>26.9</td>
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<tr>
<td>University degree</td>
<td>473.9</td>
<td>36.6</td>
</tr>
<tr>
<td>Bachelor’s degree</td>
<td>310.8</td>
<td>24.0</td>
</tr>
<tr>
<td>Above bachelor’s degree</td>
<td>103.1</td>
<td>12.6</td>
</tr>
</tbody>
</table>

Source: Adapted from Statistics Canada 2006 Labour Force Survey
Table 8: Population estimates by immigration status and educational attainment for age 25 to 54 years (2006 Annual Averages – Recent Immigrants)

<table>
<thead>
<tr>
<th></th>
<th>Very recent immigrants, 5 years or less ('000)</th>
<th>Very recent immigrants, 5+ to 10 years ('000)</th>
<th>Recent immigrants, 5+ to 10 years (%)</th>
<th>Established immigrants, 10+ years ('000)</th>
<th>Established immigrants, 10+ years (%)</th>
<th>Born in Canada ('000)</th>
<th>Born in Canada (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Canada</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total, all education levels</td>
<td>583.4</td>
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<td>573.3</td>
<td>100.0</td>
<td>1049.0</td>
<td>100.0</td>
<td>10845.2</td>
</tr>
<tr>
<td>No degree, certificate or diploma</td>
<td>44.6</td>
<td>7.6</td>
<td>52.8</td>
<td>9.3</td>
<td>262.9</td>
<td>13.5</td>
<td>1415.7</td>
</tr>
<tr>
<td>High school graduate</td>
<td>78.8</td>
<td>13.5</td>
<td>98.5</td>
<td>17.3</td>
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<td>21.7</td>
<td>2242.2</td>
</tr>
<tr>
<td>High school graduate, some post-secondary</td>
<td>20.5</td>
<td>3.5</td>
<td>18.4</td>
<td>3.2</td>
<td>95.5</td>
<td>4.9</td>
<td>678.0</td>
</tr>
<tr>
<td>Post-secondary certificate or diploma</td>
<td>128.4</td>
<td>22.0</td>
<td>134.6</td>
<td>23.6</td>
<td>642.0</td>
<td>32.9</td>
<td>4132.6</td>
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Source: Adapted from Statistics Canada, 2006 Labour Force Survey
Similarly, a contradiction exists for immigrants as “in order to enrol in an accelerated scheme, [an] individual usually needs to be sponsored by an employer. However, employers typically demand Canadian labour market experience before taking on a new employee” (Hiebert 2006, 43). Immigrants enter a “vicious circle of ‘no Canadian experience, no job, no Canadian experience, etc.’, with “experience gained prior to Canada, especially in countries outside the United States or Europe, [being] heavily discounted by Canadian employers” (Hiebert 2006, 43). This rejection of foreign credentials is a result of there being “no mechanism for the state to force regulatory agencies to alter their policies” (Hiebert 2006, 43).

Bauder (2003, 699) goes so far as to argue that “professional associations and the state actively exclude [my emphasis] immigrant labour from the most highly desired occupations in order to reserve those occupations for Canadian-born and Canadian-educated workers” through systemic discrimination. This discrimination, he argues, encompasses such things as certification systems that favour individuals with Canadian education; the nonrecognition of foreign credentials; the lack of proper assessment of foreign credentials prior to immigration; and, accreditation procedures blatantly favouring Canadian-educated applicants (Bauder 2003, 699-
704). Overall, the rejection of foreign credentials results in the de-skilling of immigrants and “creates a division between Canadian-born and immigrant labour” (Bauder 2003, 701-702).

Walks (2006, 278) attributes disparities in income between immigrants and Canadian-born to “declining returns to foreign work experience and the devaluation and non-recognition of foreign credentials”. He argues that “this trend stems not only from an inability to transfer skills, but also from institutionalized forms of occupational exclusion as well as racial discrimination within the labour market” (Walks 2006, 278). Statistics seem to support this, as Hiebert (2000, 35) states that “on one level, people of British and northwestern European descent are over-represented in the most remunerative occupations, while most visible minorities are over-represented in much less desirable types of work”. Some immigrants – in search of better economic fortunes – have become entrepreneurs in this industry, specifically with regards to ethnic retailing (Hiebert 2006, 44). The hyper-competition that exists in this industry suppresses wage rates and returns to entrepreneurship and leads to immigrants “competing against each other in the labour market and economy” because they are “prevented from competing directly with the Canadian-born through the credentialisation process” (Hiebert 2006, 44, 46). “[T]he credentialisation process serves to convert immigrants into complementary labour, which is channeled into jobs that the Canadian-born shun”, creating and perpetuating “the iconic figure” of an “overqualified cab driver or restaurant worker…with an engineering degree or PhD” (Hiebert 2006, 41, 44). The consequence is the unfair penalization of immigrants who are well educated (Hiebert 2006, 44).

This lack of effective labour market integration of skilled immigrants is said to have an extremely negative social and economic impact in Canada. The Conference Board of Canada (2001, i) estimates that an astounding $4.1 billion to $5.9 billion is lost annually due to the “major learning recognition gap” that exists in Canada. Many Canadians, particularly newcomers, forgo
between $8,000-$12,000 [CAD] each year due to lack of improved learning recognition. These figures are calculated based on the income that individuals forgo “due to the gap between the amount of their learning that *is* recognized, credentialed, accepted and rewarded through work and the amount that *could be* recognized and rewarded in the workplace (Conference Board of Canada 2001, i). Moreover, in its report, *The Diversity Advantage: A Case for Canada’s 21st Century Economy*, RBC Financial Group (2005, 2) states that “if foreign-born workers were as successful in the Canadian workforce as those born in the country, personal incomes would be about $13 billion higher each year than at present”. They conclude that “on average, immigrants arrive in this country better educated, in better health, and at similar stages of their careers as those born in the country, but the evidence suggests that during the past two decades, they have been much less successful in achieving success than earlier waves of immigration” (RBC Financial Group 2005, 2).

Reitz (2004, 2) suggests that immigrants earn $2.4 billion less than Canadian-born with comparable skills “because of working in occupations at lower skill levels”. He estimates that $1.6 billion of these comparable skills are transferable but are lost or deteriorated due to not being used in an immigrant’s present job (Reitz 2004, 2).

He notes that educational levels among recent immigrants are on the rise and remain higher than those of the native-born workforce yet are contrasted by downward trends in immigrant employment and earnings. This “suggests that the real problem is not so much immigrant skill levels, as important as they are, but rather the extent to which they are readily accepted and effectively utilized in the Canadian workplace” (Reitz 2004, 3).

The poor effective labour market integration of skilled immigrants also comes at a time when labour market needs for international skilled labour are high. Between 1991 and 2001, immigrants accounted for 70% of all labour force growth. In addition, it is estimated that all net
labour growth in 2011 will be accounted for by immigration (Lamontagne 2003, 14). The “growing importance of immigration as a source of skilled working-age people who can replenish the labour force to compensate for the low replacement rate from within the domestic-born population” as well as Canada’s aging population are key factors in ensuring the Government of Canada continues to recruit high numbers of skilled immigrants (Lamontagne 2003, 3). This demographic situation is compounded by an observed trend of highly skilled emigrants from Canada to other countries, particularly the United States. The Conference Board of Canada (2001, 3) notes that this problem has become particularly significant as of late, as the number of highly skilled emigrants from such professions as engineering, nursing, and computer science has increased from 17,000 in 1986 to 98,000 in 1997. This brain drain is one that must be offset by a brain gain, which “can only be realized through a better learning recognition system” (Conference Board of Canada 2001, 3).

Although arguing to curtail immigration, Collacott (2007, 1) contends that “[w]hat is unfortunate about the current situation is that tens of thousands of well-educated and experienced newcomers are being enticed to come to Canada with the expectation that they can improve their lot, when in fact many of them have little chance of finding employment in their fields of specialization”.

### 2.4.6 Role of Employers and Professional Accreditation Bodies in the Devaluation of Immigrant Labour

There are many reasons why immigrant skills, credentials and expertise are not accepted by employers and accreditation bodies at par with Canadian-born counterparts or at all for that matter. Numerous studies and surveys have shed some light on this matter. For instance, “a 2004 Environics survey of 2,000 Canadian employers found that employers: overlook immigrants in their human resource planning, do not hire immigrants at the level they were trained, identified
problems assessing international work experience, did not consider immigrants due to a lack of Canadian work experience, and found a lack of communication skills as challenges in integrating recent immigrants into their workforces” (Peel Region 2007).

Grant (2007, 137) says that “the evidence overwhelmingly suggests that Canadian employers and professional accreditation bodies are not up to the task of evaluating the merit of foreign qualifications and work experience obtained in countries from very distant parts of the world”. He adds, “[s]pecifically, a human capital approach to research investigating this issue has shown that foreign qualifications and work experience are consistently undervalued result in initial wage gaps that for recent immigrants, particularly immigrants of colour, are much larger than in the past” (Grant 2007, 137). This situation may be compounded by the reality that the majority of immigrants now arriving in Canada are coming from a diverse array of countries of origins, including many non-Western nations such as India, China, and Iran.

Guo (2007, 37) attributes the rejection of foreign credentials in Canada to “a deficit model of difference”. He suggests that “while minor differences may be gently affirmed in depoliticized and decontextualized forms … substantive differences that challenge hegemony and resist being co-opted are usually perceived by many Canadians as deficient, deviant, pathological, or otherwise divisive” (Guo 2007, 37). Guo concludes that “the knowledge possessed by immigrants is deemed inferior because their real and alleged differences are claimed to be incompatible with the cultural and social fabric of the ‘traditional’ Canada” (Guo 2007, 37).

Evidence suggests that employers and accreditation bodies lack the necessary resources and knowledge to adequately and accurately assess immigrant skills, credentials and expertise. Numerous studies have provided insight on this matter. The following are some examples:

- A 1998 Pricewaterhouse study found that while employers indicated that 60% of the jobs at their organization or company had a requirement for educational attainment, a staggering
“40% of employers indicated that they would screen out internationally educated applicants because they did not know how to assess their education. Only 15% of employers had heard of a credential evaluation service, and most did not think that such a service could meet their needs” (Owen 2007, 41).

- A 2003 Canadian Labour and Business Centre study “found that the biggest issues for employers in recruiting immigrants were understanding foreign credentials and determining language skills. Almost half thought more emphasis should be given to improving the recognition of foreign credentials, but at the same time only 10% saw hiring immigrants as a solution to pending skilled labour shortages” (Owen 2007, 41).

- A 2004 survey conducted by Environics for the Public Policy Forum “showed that only 18% of the 2000 employers surveyed could name an organization that evaluated foreign credentials. Sixty percent thought the education level of their immigrant employees was high school or less, yet 46% had never verified this. Employers in this survey also did not believe that hiring skilled immigrants was a solution to future labour shortages” (Owen 2007, 41).

In addition, a Brampton Board of Trade report entitled Barriers to Hiring Skilled Immigrants in North Peel identifies language skills, difficulty in assessing foreign education and credentials, lack of Canadian experience and cultural “fit” as significant obstacles for immigrants seeking employment, and employers hiring and retaining immigrants as employees (Skills without Borders 2007, 12). Nearly 75% of employers interviewed said that “foreign credentials are too difficult to assess and [that they] would not consider hiring skilled immigrants without a clear understanding of how their credentials equate with Canadian standards” (Skills without Borders 2007, 12).
Teelucksingh and Galabuzi (2005, 8) account for the poor economic performance of skilled immigrants with high education levels by suggesting that there is:

- Lack of adequate information about licensing process, pre and post arrival.
- Paucity of reliable tools for assessing credentials and other prior learning.
- Lack of competency based licensing evaluation and sector specific language testing.
- Inadequate bridging and supplementary training and internship opportunities.
- Limited transparency in the licensing process and lack of feedback or appeal process.
- Limited co-ordination between stakeholders.

These barriers, they argue, “result in a failure to translate internationally obtained human capital and higher immigrant educational attainment into better labour market performance” (Teelucksingh and Galabuzi 2005, 8).

### 2.5 Comparison of Canadian Immigration Policy To Other Jurisdictions

A body of literature concludes that other nations have a system that better fosters effective skilled immigrant labour market integration. Richardson and Lester (2004), for instance, cite Australia’s pre-screening of foreign experience and credentials as well as its mandatory language requirement in applicant screening as helping to give Australia a better system and skilled immigrant labour market outcomes than Canada. They give the following reasons:

**Assessment of Qualifications**

- Unlike Canada, all “potential skilled migrants to Australia must have their post-secondary qualifications assessed by the relevant assessing authority before they migrate, and they must be regarded as suitable for the nominated occupation” [emphasis added]. Applicants are “instructed on the application form not to apply if their qualifications have not been assessed by an appropriate body” and “that they must be eligible for a professional or industry organization and/or be able to register or be licensed with a State authority before working in a particular occupation” (Richardson and Lester 2004, 20-21).

- Canada’s early assessment process is “advisory only” as it is “limited on advice on how qualifications from another country compare to local qualifications”. It does not issue a
license to practice or result in acceptance of credentials by employers but rather only educates
the immigrant about Canada’s educational system (Richardson and Lester 2004, 2, 21).

- Immigration in Australia is a sole federal responsibility while in Canada it is a shared
jurisdiction with federal superiority. As a result, “Canada uses a provincial credential
assessment system, not a federal one. Migrants seeking employment in a particular province
must have their credentials assessed by that province after arrival. Different provinces have
different assessment systems and the confirmation of credentials in one does not necessarily
transfer to another province [emphasis added]” (Richardson and Lester 2004, 21).

- Australia has standardized credential assessment while Canada does not. As such, “the
process for recognition of migrant qualifications in Canada is more cumbersome than in
Australia” (Richardson and Lester 2004, 2).

**Official Language Proficiency**

- When comparing Canada and Australia’s points systems, the clear difference is that Australia
places a higher weight on age and proficiency in English. Work experience is given more
than triple the points in Canada as it is in Australia (Richardson and Lester 2004, 19).

- Australia has a “mandatory English language requirement for skill stream migrants”, while in
Canada “language is not a compulsory criterion” (Richardson and Lester 2004, 3, 19)

In sum, although Australia’s immigration system is not perfect, particularly with respect
to earnings gaps between native-born and foreign-born, it sets clear expectations to prospective
immigrants while Canada’s does not. There also appears to be a fundamental flaw in Canada’s
immigration system with respect to credential assessment and language proficiency.

**2.6 Conclusion**

It is apparent from the literature that there is a multifaceted understanding of the role of
immigrant policy and issues in contributing to urban economic development. It is also evident
that there is a problem in that significant barriers exist for new immigrants to Canada. These
barriers include issues such as lack of credential recognition, acquisition of Canadian work
experience, and perceived systemic and racial discrimination. Nonetheless, questions remain as to
who is responsible for creating and/or reinforcing these barriers and what types of responses are necessary to adequately dismantle these barriers?

Moreover, there appears to be a ‘gap’ in the literature. There is little knowledge as to what can be done in a practical sense to alleviate some of these issues raised in the literature. While there appears to be a growing body of literature focusing on the role of immigrants to the economic development of a global city and a burgeoning and vital literature on the critical challenges facing immigrant settlement in Canadian cities, surprising few authors have linked the two together. In a small attempt to bridge this gap, this thesis will study TRIEC as an example of an organization trying to bridge the gap between economic development and immigration settlement. It will attempt to determine if the TRIEC model is one of a number of effective solutions that assists skilled immigrants in gaining effective employment. It will also seek to identify those initiatives and models that have proven to be most successful in addressing the issue of un- and underemployment of skilled immigrants in the GTA.

By understanding the barriers and success stories identified in the literature, this thesis will determine if the stakeholders interviewed identified the same barriers and success stories. These results can then be used to serve as a background to understand what the needs are in the field of skilled immigrant labour market integration in order to better assess whether TRIEC has been successful at addressing these barriers and incorporating success stories.

It should be noted that while an entire thesis could have been written on innovative governance solutions (see Creutzberg 2006) or on labour geographies, this thesis will instead focus on one solution (TRIEC) and its response to a pressing urban and societal issue. To allow the reader to fully understand the issues identified in the findings chapter, the next chapter will provide a detailed description of the origins and workings of TRIEC.
Chapter 3
An Overview of TRIEC

It’s said that some of the world’s most mobile workers come to Canada only to find themselves immobilized, unappreciated and underemployed.

W-FIVE, CTV News  Broken Promises, Aired November 19, 2005

3.1 Toronto Region Immigrant Employment Council (TRIEC)

TRIEC has set out to address policy gaps and labour market needs by bringing together various stakeholders around the issue of immigrant integration into the labour force. The organization is a multi-stakeholder collaboration consisting of members representing employers, labour, occupational regulatory bodies, post-secondary institutions, assessment service providers, community organizations, and all three levels of government (Toronto Region Immigrant Employment Council 2008). Its mission statement is to “create a vibrant and sustainable bridge that links immigrant skills with labour needs in the Toronto Region”, with the primary goal of “find[ing] and bring[ing] stakeholders to the table to find solutions for skilled immigrants to assist them in becoming better integrated and included in the Toronto Region labour market” (Toronto Region Immigrant Employment Council and Maytree Foundation 2004; Toronto Region Immigrant Employment Council 2006a). Serving the GTA, TRIEC offers its programs and services to, and incorporates stakeholders from, the City of Toronto as well as the regions of Peel, York, Halton and Durham.

3.1.1 Origins of TRIEC

TRIEC grew out of a Toronto City Summit Alliance (TCSA) recommendation for the creation of a body “to improve access to employment for immigrants in the region and foster a
coordinated and collaborative approach to integrating newcomers” (Toronto City Summit Alliance 2003, 21). The TCSA identified the inclusion of immigrants in the labour market as a key challenge facing the Toronto Region and thus recommended that TRIEC be created to address this challenge (Toronto City Summit Alliance 2003, 21). The Maytree Foundation - a private charitable foundation with a 25 year history in the alleviation of poverty (with the last 15 years focused on immigrants and refugees in particular) - worked with the TCSA to set up and launch TRIEC along with hosting the organization during its first two years of existence. Thus, Maytree Foundation and the Toronto City Summit Alliance were effectively the authors and architects of TRIEC (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

3.1.2 Goals of Organization

The primary goal of TRIEC is to “find and bring stakeholders to the table to find solutions for skilled immigrants to assist them in becoming better integrated and included in the Toronto Region labour market” (Toronto Region Immigrant Employment Council 2006a).

The organization itself has three objectives. They are as follows:

1) “Increasing access to value added services that support labour market integration of skilled immigrants”;

2) “Working with stakeholders, particularly employers, to build their capacity in recognizing and valuing immigrant skills”; and,

3) “Working with governments to increase coordination and collaboration in planning and programming around this issue” (Toronto Region Immigrant Employment Council 2006a).
3.1.3 TRIEC Structure

TRIEC is comprised of a board, council, working groups\(^8\) and a secretariat. These bodies are described below.

3.1.3.1 Founding Board Members

Founding board members consist of individuals and organizations who have displayed leadership and shown a willingness to act as TRIEC seeks to implement practical solutions that lead to meaningful employment for skilled immigrants. The Chair of this board is Ms. Ratna Omidvar, one of the founders of TRIEC. In addition, there are eleven board members representing such immigrant service organizations as COSTI Immigrant Services, corporations such as Deloitte, RBC Financial Group, and Proctor and Gamble, advocacy organizations such as the Toronto City Summit Alliance, United Way of Peel Region, as well as universities such as Queen’s University and Ryerson University (Toronto Region Immigrant Employment Council 2008)\(^9\). It is this board that is creating and incorporating TRIEC to establish the organization as a separate legal entity from the Maytree Foundation (as opposed to being an initiative of Maytree) and to register TRIEC as a not-for-profit charitable organization. After reviewing input from TRIEC Council members and stakeholders on the issue of skilled immigrant labour market integration, the board will develop by-laws and a constitution for the organization (Toronto Region Immigrant Employment Council 2008).

3.1.3.2 Council Members

Council members represent various groups: employers, labour, occupational regulatory bodies, post-secondary institutions, assessment service providers, community organizations,

\(^8\) According to a TRIEC representative in March 2008, TRIEC is no longer convening most of its original working groups due to the fact that their ideas have been developed and implemented.

\(^9\) Since the writing of this thesis, the founding board membership list has changed and expanded.
credential assessment service providers, community organizations, expert advisors, funders, and all three levels of government. They are divided into six task-oriented working groups and seek to find solutions to the barriers immigrants face when trying to enter the labour market. The Council has two co-chairs, Dominic D’Alessandro (President and CEO of Manulife Financial) and Diane Bean (Executive Vice-President of Manulife Financial) (Toronto Region Immigrant Employment Council 2008).

3.1.3.3 TRIEC Secretariat

Funded and housed at the offices of the Maytree Foundation, the secretariat performs the day to day functions of TRIEC and provides project management, administrative support, communications and networking capabilities, as well as research and policy analysis expertise (Toronto Region Immigrant Employment Council 2008).

A member of the TRIEC Council, the TRIEC secretariat is composed of ten staff members who perform day-to-day functions of TRIEC. The five lead members of the secretariat are the founding chair of TRIEC, the Executive Director, a Project Development Coordinator, a Director of Operations and a Communications Consultant. The Secretariat also includes two staff members: first, a Project Manager Communications Coordinator, whose work revolves around TRIEC’s hireimmigrants.ca program; and second, a Project Manager, Marketing and Communications Coordinator, and Agency Liason - whose work deals specifically with the Mentoring Partnership program (Maytree Foundation 2008b).

3.1.3.4 TRIEC Working Groups

To help fulfill its objectives, TRIEC established six working groups. To accomplish the first and second objectives, the following working groups were created: an advisory group to the
Career Bridge Internship program for immigrants (launched and run by an independent organization known as Career Bridge); a working group for mentorship opportunities for immigrants; an Occupation and licensing working group; and an Employer and Working practices working group (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation; Toronto Region Immigrant Employment Council 2006). Each working group is chaired by a Council member with group membership comprised of both Council members and non-members who have a particular expertise critical to the task at hand. Some working groups developed their programs and became advisory committees (Toronto Region Immigrant Employment Council 2008).

To accomplish TRIEC’s third objective of working with governments to increase coordination and collaboration in planning and programming, an Intergovernmental Relations working group was created. This working group attempts to increase the communication and coordination horizontally and vertically in government and includes representatives from the federal government [Citizenship and Immigration Canada, Service Canada, Industry Canada and Canadian Heritage], the provincial government [Ministry of Training Colleges and Universities, Ministry of Citizenship and Immigration, Ministry of Economic Development and Trade], and local governments in the Toronto Region [City of Toronto, Region of Peel, Region of York, and Halton Region] (Toronto Region Immigrant Employment Council 2006b).

A Public Awareness and Recognition working group was created to brainstorm and implement initiatives and advertising campaigns that would garner citizen support for greater investment in immigrant services and to keep the public aware of the barriers and challenges that immigrants face with respect to their integration (or lack thereof) into the labour market. These ad campaigns are also aimed at stirring debate regarding lack of acceptance of immigrant credentials
and the poor use of immigrant skills in the labour market (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

3.1.4. Description and Overview of Programs and Initiatives

As part of its work, TRIEC engages in three major initiatives: public awareness campaigns, policy development, and the Mentoring Partnership program, all described below.

3.1.4.1 Public Awareness Campaigns

First, the organization engages in a public awareness campaign to garner public support for, and encourage services that assist immigrants in integrating into the workforce. It does this in three ways by: providing a public awareness toolkit, setting up the website hireimmigrants.ca, as well as an aggressive ad campaign in various media.

The public awareness toolkit guides individuals and groups to help build and establish programs to ensure that skilled immigrants become an asset in local communities. It includes such things as: what one can do in a local community to create success; who to include and who to get involved; recommendations on manageable and achievable steps as well as possible barriers and common mistakes; resources and templates; and, a plan blueprint that outlines steps, outcomes and timing. It also includes information on starting up programs, team building, funding, corporate involvement, government involvement, media involvement, suggested tactics, evaluating impact, and possible resources (Toronto Region Immigrant Employment Council 2008).

Hireimmigrants.ca is a program that provides employers with interactive tools and resources to accelerate the integration of skilled immigrants into their organizations. Launched in June 2005, this website has expanded to educate employers and Human Resources professionals and includes information on such things as the economic and social benefits for hiring immigrants...
(gaining cross cultural competencies, leadership development opportunities etc.); employer stories of successful recruitment and retention of immigrant employees; an assessment tool for companies to evaluate their hiring processes; strategies for human resources practices; information on how to gain access to job-ready immigrants; bridging and mentoring programs; language training and credential assessment services; and, a learning centre to help employers recruit and retain skilled immigrants. The initiative also includes the Immigrant Success (IS) Awards which challenge employers to bring forward their innovative and award-winning immigrant inclusive human resources practices (Toronto Region Immigrant Employment Council 2008). Since its inception, the website has had 48,000 unique visitors each year (Toronto Region Immigrant Employment Council 2006b, 4).

TRIEC also engages in an aggressive ad campaign using such media as television, radio, billboards and advertisements on public transit vehicles and trains. The goal of this campaign is to educate citizens about the barriers that immigrants face such as the lack of acceptance of foreign credentials and difficulties in gaining meaningful in one’s field and to keep immigrant labour market issues in the public eye (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

3.1.4.2 Policy Development

TRIEC engages in policy development work by bringing together various stakeholders such as employers, immigrant groups, government bureaucrats, professional bodies and other players to put forward recommendations that help to increase access to value-added services that support labour market integration of skilled immigrants. An example of this is the Intergovernmental Relations Committee (IGR), which consists of representatives from all departments and ministries in all three levels of government that have an interest in the issue of immigrant integration as well as other stakeholders. The composition of this committee was
detailed previously in this report under the section *Introduction to Organization*. It is the work of this committee that has resulted in discussions that have helped to feed, inform and influence government policy and action and that have resulted in the publication of *To Employment*, which is an ongoing document used by TRIEC and its members “as a tool for input to all levels of government” by documenting “services needed by immigrants and the required funding allocations” (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation; Toronto Region Immigrant Employment Council 2006a).

### 3.1.4.3 Mentoring Partnership Program

TRIEC coordinates a Mentoring Partnership program, which is a collaboration of funders, agencies and employers and an alliance of a number of community agencies in Toronto, Peel Region and York Region that have been delivering mentoring programs for a number of years (Mentoring Partnership 2008). Launched in 2005, as part of this Mentoring Partnership, TRIEC works with eight participating agencies to set and maintain common standards and quality assurance for mentorship programs, to raise further funds to support an increased number of Mentoring Partnerships, and monitors the progress of this program to ensure that it meets appropriate standards of quality (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

As part of this program, mentors and mentees are paired together to “negotiate the objectives” of their mentoring relationship, which may include some of the following:

- Understanding Canadian workplace culture;
- Identifying skills required by market demands;
- Advice on proceeding with accreditation if relevant;
- Improving professional terminology;
Mastering self-marketing techniques and confidence-building;
Selecting technical skills upgrading programs and resources;
Locating publications and workshops on recent developments in their field;
Gathering information on local industries and potential employers;
Establishing professional networks;
Identifying and seizing employment or job training placement opportunities;
Supporting and encouraging efforts to become professionally established; and,
Others as identified by the mentor and mentee (Mentoring Partnership, 2007).

Mentees and mentors who participate in the program work together for a total of twenty-four hours over a four-month period and negotiate amongst themselves as per the time and place of their meetings and how they will maintain regular contact with one another (in person, e-mail etc.) (Mentoring Partnership 2008). In its 2006 annual report, TRIEC reported that 70% of all Mentoring Partnership mentees found full-time employment (Toronto Region Immigrant Employment Council 2006b, 3). The program is currently run by community organizations in the City of Toronto and the Regions of Halton, Peel and York (Toronto Region Immigrant Employment Council 2006b, 9).

3.1.4.3.1 Target Market of Mentoring Partnership Program

The target population of the Mentoring Partnership program is immigrants who are job ready and who have met the criteria agreed upon by TRIEC and participating agencies as the standard for admission into the program. This criteria is comprised of the following: participants must be in Canada for three years or less, be educated outside of Canada and have achieved a minimum Bachelor’s Degree or equivalent post-secondary education, have Canadian Language benchmark (CLB) level 8 or higher in oral English, have at least three years work experience in their area of expertise outside of Canada and no prior Canadian work experience in their field, be unemployed or underemployed working twenty hours or less a week and be eligible to work in
Canada (Mentoring Partnership 2008). Once accepted into the program, all mentee participants receive an orientation session from the agency from which they were selected.

These criteria have been put in place because the target population for the Mentoring Partnership is skilled immigrants who are educated and trained and ready to work in a particular occupation. The requirement for three years of experience is based on the premise that a three year gap in employment may mean that there are barriers other than a lack of a social or professional network that prevent certain immigrants from gaining meaningful employment in their field. Also, if an immigrant does have a three year gap in work experience, s/he will be generally perceived by employers to require additional training before being able to return to the labour market. The requirements for language proficiency, assessed credentials and eligibility to work in Canada are in place to ensure that immigrant participants are job ready and require assistance from the program due to lack of access to a professional network (Mentoring Partnership 2008). If an immigrant who desires to be a mentee in the program does not meet the criteria specified, s/he is referred to an agency that can provide the required assistance (such as completing a job search workshop, receiving credential assessment, achieving language proficiency, etc.) (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

Furthermore, a set of criteria exists for mentors who wish to participate in the program. This includes employment or self-employment for at least three years, demonstrated links to professional associations and other business networks, good interpersonal and communication skills, knowledge of the current labour market, and sensitivity to employment issues experienced by skilled immigrants (Mentoring Partnership, 2007). These criteria were chosen to ensure that all mentors were able to adequately provide access to professional networks for participating immigrant mentees as well as to assist in the capacity building of the social capital of mentees.
When recruiting potential mentors, TRIEC stresses the benefits of participating in the program: having the opportunity to work with people from different backgrounds and cultures, honing leadership skills, and becoming more aware of job and industry trends (Mentoring Partnership 2008).

3.1.4.3.2 Goal Setting for the Mentoring Partnership Program

Goal setting for TRIEC’s Mentoring Partnership program is accomplished through the Mentoring Partnership advisory working group. The working group comprises members of the TRIEC secretariat (staff persons), the immigrant service agencies involved in the Mentoring Partnership, six corporate funders of TRIEC initiatives, the Coalition of Agencies Serving Immigrant Professionals (CASIP) and experts from the field. The process of goal setting is undertaken in such a way that all stakeholders express their points of view on particular issues and how they view their own role and the role of other stakeholders in creating solutions and contributing to the Mentoring Partnership. The members of the Mentoring Partnership advisory working group meet as necessary and work collectively to set goals and objectives for the program and address one another’s concerns about particular aspects of the program and the overall direction of the Mentoring Partnership (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). Furthermore, the working group consults with alumni of the Mentoring Partnership program as necessary to obtain valuable feedback on the types of goals and objectives that should be set for the program as it continues to grow.
3.1.4.3.3 Origins and Coordination of The Mentoring Partnership Program

Prior to the launch of TRIEC’s Mentoring Partnership program, a number of agencies in the Toronto Region provided a limited number of mentorship programs unrelated to one another. This included twenty-five “matches” (between mentors and mentees) provided by the agency of Skills for Change, up to 40 matches provided by St. Michael’s Hospital, up to 40 matches provided by the City of Toronto (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). After being launched for nearly one year, TRIEC realized a need for better coordination of existing services for skilled immigrants, particularly with respect to mentorship programs. Given that the majority of recent immigrants make a downwardly mobile turn in the labour market, TRIEC realized the need for enhanced mentorship programs for immigrants (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). The urgent need for better coordination of services and enhanced skilled immigrant integration was made clear by The Conference Board of Canada calculating that the impact to the Canadian economy of recognizing immigrants’ learning and learning credentials is in the range of $3.42 to $4.97 billion annually (Toronto Region Immigrant Employment Council and Maytree Foundation 2004).

In light of the severity of the problem of poor integration of skilled immigrants in the GTA, coupled with the fact the GTA receives over 100,000 immigrants a year, TRIEC realized that the limited number of mentorship program matches was insufficient to create any significant impact (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). Cautious that it did not want to duplicate existing services and unintentionally feed competition amongst various immigrant service agencies providing existing mentorship programs, TRIEC approached a coalition of agencies – CASIP (Coalition of Agencies Serving Immigrant Professionals) who sought participation from all its
members to create a more centrally coordinated Mentoring Partnership network (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

Subsequently, TRIEC worked with Sheridan College, JobStart, Humber College, Dixie Bloor Neighbourhood Centre, COSTI Immigrant Services, ACCES Employment Services, JVS Toronto, and Malton Neighbourhood Services – the agencies in the Toronto Region already providing some sort of a mentorship program - to create a partnership and establish the same standards, protocol, and criteria for a mentorship program. This was to create a network of and synergy among agencies to ensure that they were not competing against one another and that there was a coordinated effort to recruit potential mentors. With this partnership among agencies, TRIEC sought to raise the number of mentorship program matches to approximately 1000 matches in its first year of existence and create a “city of mentoring” (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). It was agreed that TRIEC would work hard to provide the mentors, while the agencies continued to interview and provide mentees as well as set up matches with mentors. The assessments of the mentor/mentee compatibility level as performed by the agencies is based on a number of criteria including shared educational background, similar work experience and common career goals (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

Moreover, TRIEC sought to expand the presence and number of mentorship services for immigrants by consulting and working with those agencies that offered mentorship programs that were not geared towards skilled immigrants (such as Skills for Change) to find ways to offer mentorship program services catered specifically to immigrants (Elizabeth McIsaac, Executive
After consulting with stakeholders in the immigrant community, TRIEC realized that many immigrants lack the social and professional networks and social capital to gain meaningful employment in their field of expertise and thus require mentorship programs to help “bridge the gap” (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). Mentoring, therefore, was put forward as an optimal solution to address the gap in social capital caused by a lack of access to social and professional networks for immigrants. Mentoring provides immigrants with increased social capital by opening up various professional and social networks and providing career counseling and advice from seasoned professionals (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

3.1.4.3.4 Corporate Involvement in the Mentoring Partnership Program

Recognizing a need for greater corporate and business involvement, TRIEC recruited corporate partners to provide mentors. Thus, TRIEC sought to bring corporate leadership, private sector employers and public sector employers to the table to bring together various partners to best serve the interest of professionals and skilled immigrants (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). As a result of an aggressive recruitment strategy, to date the Mentoring Partnership includes over forty corporate partners from a variety of sectors. The corporate partners associated with the Mentoring Partnership program include: Association of Chartered Certified Accountants (ACCA); Amex Canada Inc.; The Boston Consulting Group; The Brampton Board of Trade; Centennial College; CIMA Canada (Chartered Institute of Management Accountants); CIPS Toronto (Canadian Information Processing Society); The City
of Brampton; The City of Mississauga; The City of Toronto; Deloitte; Ernst & Young; Franklin Templeton Investments; GE Canada; Hewitt Associates Canada; Housing Services Inc.; Indian Institute of Technology Alumni Canada (IITAC); The Institute of Chartered Accountants of Ontario; KPMG; Lucent Technologies Canada Corp.; Manulife Financial; Markham Board of Trade; The Ministry of Training, Colleges and Universities; The Mississauga Board of Trade; Ontario Power Generation Inc.; PricewaterhouseCoopers; RBC Financial Group; The Region of Peel; TD Bank Financial Group; The Toronto and Region Conservation Authority; The Toronto Board of Trade; Toronto Community Housing; The Toronto Transit Commission; The Town of Markham; United Way of Greater Toronto; United Way of Peel Region; United Way of York Region; The University of Toronto; York Region Newspaper Group; and, York Technology Association (Mentoring Partnership 2008).

The involvement of the business community in the Mentoring Partnership program was based on the understanding among TRIEC members (such as immigrant advocates and service providers) that employers and professional bodies must be given a spot at the table in devising and taking part in solutions to address the slow integration of skilled immigrants in the labour force, and that the best solutions are those that incorporate a variety of stakeholders who have an interest in the issue (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

3.1.4.3.5 Progress and Growth of the Mentoring Partnership Program

After two years of existence, as of April 30, 2008, the Mentoring Partnership has resulted in 2925 matches and 1984 mentors in the database with some repeat matches (Toronto Region Immigrant Employment Council 2008). In 2005 alone, 548 mentors were registered for the program and more than 543 matches occurred. Of those who completed the program, 224 found full-time employment in their fields (Toronto Region Immigrant Employment Council 2008).
Each coach (staffing person at the agency who delivers the service) typically sets up 500 matches per year. The Partnership has engaged 41 corporate partners including TD Bank Financial (with 200 matches) and Deloitte (with 80 matches) (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

3.1.4.3.6 Mentoring Partnership Program Evaluation

Since coming into existence, TRIEC has conducted one preliminary assessment of its Mentoring Partnership program and is currently conducting a full-scale evaluation. This is described in further detail in Appendix E.

3.1.5 TRIEC Budget

TRIEC received over three-quarters of its funding from government sources in 2007. Nevertheless, it remains arms-length but accountable to government and does receive some corporate funding and relies on corporate support and involvement for the success of its initiatives and operations. Further budget details can be found in Appendix E.

3.1.6 Expansion of Presence of TRIEC in the GTA

Geographically speaking, there is a greater need for services for skilled immigrants in the growing areas of Peel and York Regions. This is because TRIEC is finding that more and more recent immigrants are settling directly into these two regions instead of the City of Toronto. Also, more and more business and industry are locating their operations in these regions (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). Peel and York Region are growing in population and thus there is pressure for additional service providers and programs for skilled immigrants as there is a growing need for such programs and services (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). Given that the
history of immigration in these regions is very short, the level of established immigrant services in Peel and York Region is much lower than in the City of Toronto, which has a long history of immigration and established immigrant communities. This makes the need for a professional and social network for immigrants in York and Peel Region much more pronounced (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). Recognizing this need, TRIEC has already opened a regional office in Peel Region and is in the process of doing the same in York Region (Toronto Region Immigrant Employment Council 2008; Bureaucrat, York Region, 12 July 2007, Personal Conversation).

3.2 Conclusion

As evident by its structure and activities, the organization is unique in its origins and broad-stakeholder action-oriented approach. It is, therefore, appropriate that this thesis analyze the success and transferability of this model.

As TRIEC is a relatively new organization, only four years in operation, this thesis seeks to analyze the success of this unique broad-stakeholder institutional innovation to gauge the effectiveness of the model it represents. This will be done by analyzing the results of fifty-seven interviews conducted with stakeholders on the issue of skilled immigrant labour market integration, approximately half of whom are involved with TRIEC in some capacity. These findings will be used to determine what is working and what is not working with respect to TRIEC and skilled immigrant labour market integration as a whole. The following chapter, Chapter 4, documents the results of the research interviews, the basis of which will be used to answer the three main research questions of this thesis, which as posed in the first chapter. To remind the reader, they are as follows:

➢ What are the factors both impeding and facilitating the labour market integration of skilled immigrants in the GTA?
Has the Toronto Region Immigrant Employment Council model proven effective in terms of its impact on skilled immigrant labour market integration in the GTA?

What are possible solutions for addressing the challenges that impede the labour market integration of skilled immigrants in the GTA?
Chapter 4

Findings

One of my mentees said that moving to Canada had been a real lesson in humility, because she and her husband have had to work so hard to find jobs.

Mentor, Mentoring Partnership

4.1 Introduction

This chapter summarizes the results of the fifty-seven personal interviews conducted with a wide range of stakeholders on the issue of skilled immigrant labour market integration. As evident in the literature review and description of TRIEC’s origins and activities, there are a number of barriers facing immigrants with respect to obtaining effective labour market integration. This chapter lists the respondents’ top barriers and success stories as well as whether or not they think the TRIEC model has been successful and effective and if other city-regions should consider a similar model. By understanding the barriers and success stories identified by stakeholders, this thesis will determine if there are any commonalities between stakeholder responses and the barriers and success stories identified in the literature. These stakeholder responses can also be used to better assess whether TRIEC has been successful at addressing identified barriers and incorporating perceived success stories.

4.2 Personal Interview Results

What follows is a description of the questions posed to participants and their responses.

4.2.1 Success Stories in Skilled Immigrant Labour Market Integration

When conducting personal interviews, stakeholders were asked: What is currently working overall in skilled labour market integration? Could you describe two success stories
(initiatives, programs, policies etc)? As illustrated in Tables 9 and 10, a total of twelve grouped responses were given. The most common response from stakeholders was the success of mentoring programs and the TRIEC model itself, with more than one-quarter of stakeholders identifying this as an organization that is doing good work. The next most common responses were the success of job skills and career development programs (such as workplace-specific or enhanced language services and job skills and job readiness programs), coop and internship programs (with many participants noting the success of the Career Edge organization), and recent legislation and government legislation such as Bill 124, the Canada-Ontario Immigration Agreement and its related sub-agreements as well as the Pilot Provincial Nominee Program (PNP).

4.2.2 Key Barriers for Skilled Immigrants

In addition to ‘what is working’, all participants were asked the question: What are the key barriers (top 3) facing skilled immigrants in their attempts to integrate effectively into the Toronto Region labour market? As evident in Table 11 and Table 12, a total of seven grouped barriers were identified. The top response to this question was the credential recognition process, with many participants citing the lack of acceptance or difficulty in gaining acceptance of foreign credentials. The six next most common responses were language and communication skills (with many stakeholders citing the need for immigrants to gain a better knowledge of workplace-specific terminology), the lack of Canadian work experience for many immigrants that prevents them from obtaining employment that is commensurate to their skills and expertise, cultural elements such as a lack of understanding of workplace culture and cultural norms in Canada, issues associated with the immigration process and government funding mechanisms, the lack of access amongst immigrants to social and professional networks, and lastly, the job search process.
### Table 9: What is working?

<table>
<thead>
<tr>
<th>Success Story</th>
<th>Two success stories (initiatives, programs, policy etc.) in skilled immigrant labour market integration</th>
<th>Total number of responses (% of total responses)</th>
</tr>
</thead>
<tbody>
<tr>
<td>TRIEC</td>
<td>▪ Mentoring programs or initiatives (31); TRIEC itself (10); Public awareness campaigns (1).</td>
<td>42 (28.4%)</td>
</tr>
<tr>
<td>Job skills and career development programs</td>
<td>▪ Language training (9); Job skills training (8); Employment services (3); Skilled training (1); Entrepreneurship workshops (1); Career development and internal training (1).</td>
<td>24 (16.2%)</td>
</tr>
<tr>
<td>Coop and internship programs</td>
<td>▪ Coop/Internship and apprenticeship programs (17); Altruvest charity board matching service (1); HRSDC Mississauga Coop program (1); Volunteer placement programs (1).</td>
<td>20 (13.5%)</td>
</tr>
<tr>
<td>Recent legislation and government action</td>
<td>▪ Bill 124 (5); Memorandum of Understanding between Canada-Ontario-Toronto (3); Canada-Ontario Immigration Agreement (3); Pilot Provincial Nominee Program (PNP) (2); Inter-governmental cooperation and coordination (2); Canada-Ontario Labour Market Development and Partnerships Agreements (1); Canada’s innovation strategy (1); Inclusive hiring practices in government (1); Manitoba wage subsidy (1); Manitoba investor immigrant fund (1).</td>
<td>19 (12.8%)</td>
</tr>
<tr>
<td>One-stop shops and information dissemination</td>
<td>▪ Welcome centres (3); One-stop shops (2); Access Centre (1); YMCA (1); Web portals (1); Settlement workers in libraries (1).</td>
<td>9 (6.1%)</td>
</tr>
<tr>
<td>Credential assessment</td>
<td>▪ World Education Services (WES) (3); Information sessions about accreditation process (2); Waiving/reducing accreditation fees (1); reciprocal agreements between Canada and other countries for the purposes of accreditation (1); Professional organizations evaluating foreign programs in other countries in-person (1); Accreditation collections (1).</td>
<td>9 (6.1%)</td>
</tr>
<tr>
<td>Bridging programs</td>
<td></td>
<td>8 (5.4%)</td>
</tr>
<tr>
<td>Broad-stakeholder groups (other than TRIEC)</td>
<td>▪ Ontario Regulators for Access Consortium (ORAC) (2); Consortium of Agencies Serving Immigrant Professionals (CASIP) (1); Peel Region diversity support group (1); Shared agendas between government, corporate and community sectors (1).</td>
<td>5 (3.4%)</td>
</tr>
<tr>
<td>Employer education</td>
<td>▪ Skills Without Borders initiative (2); Employer education (1); Diversity training (1).</td>
<td>4 (2.7%)</td>
</tr>
<tr>
<td>Networking</td>
<td>▪ Global network (1); Networking (1).</td>
<td>2 (1.4%)</td>
</tr>
<tr>
<td>Nothing</td>
<td></td>
<td>2 (1.4%)</td>
</tr>
<tr>
<td>Other</td>
<td>▪ Virtual Corporation (1); Asian Corporation (1); McConnell Foundation and Maytree Foundation’s Assisting Local Leaders with Immigrant Employment Strategies (ALLIES) program (1); Canadian Centre for Diversity (1).</td>
<td>4 (2.7%)</td>
</tr>
<tr>
<td>Total Responses</td>
<td></td>
<td>148</td>
</tr>
</tbody>
</table>
Note: Not all participants responded with two success stories while many participants named more than two success stories. Some participants responded with additional answers in their interview.

**Table 10: What is working? (By Stakeholder Group)**

<table>
<thead>
<tr>
<th>What is working?</th>
<th>Two success stories (initiatives, programs, policy etc.) in skilled immigrant labour market integration (by stakeholder group)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responses (Number of)</td>
<td></td>
</tr>
<tr>
<td><strong>1. Bureaucrats (28 responses)</strong></td>
<td>Coop and Internship programs (8); Mentoring programs (5); TRIEC (2); Bridging programs (2); Peel Region diversity support group (1); Bill 124 (1); Language training (1); World Education Services (WES) (1); Skills Without Borders initiative (1); CASIP (1); Access Centre (1); Welcome Centres (1); Skilled training (1); Shared agendas between government, corporate and community sectors (1); Volunteer placement programs (1).</td>
</tr>
<tr>
<td><strong>2. Service Providers (24 responses)</strong></td>
<td>Mentoring programs (5); Bridging programs (3); Bill 124 (2); TRIEC (2); Job skills/training club (2); Language training (2); Employment services (2); Coop and Internship programs (1); Memorandum of Understanding between Canada-Ontario-Toronto (1); Canada-Ontario Immigration Agreement (1); Canada-Ontario Labour Market Development and Partnership Agreements (1); Welcome Centres (1); Networking (1).</td>
</tr>
<tr>
<td><strong>3. Advocacy Organizations (18 responses)</strong></td>
<td>Mentoring programs (2); Coop and Internship programs (2); Nothing (2); Bridging programs (1); Welcome Centres (1); Language training (1); Bill 124 (1); Skills Without Borders initiative (1); TRIEC (1); Memorandum of Understanding between Canada-Ontario-Toronto (1); Canada-Ontario immigration agreement (1); Canada’s innovation strategy (1); One-stop-shops (1); Web portals (1); Inter-governmental cooperation and coordination (1);</td>
</tr>
<tr>
<td><strong>4. Employers (18 responses)</strong></td>
<td>TRIEC (3); Mentoring programs (3); Job skills training (3); Language training (1); Career development / internal training (1); Employer education (1); Global network (1); Pilot Provincial Nominee Program (PNP) (1); Inclusive government hiring practices (1); Employment services (1); Bill 124 (1); Inter-governmental cooperation and coordination (1).</td>
</tr>
<tr>
<td><strong>5. Professional Organizations / Regulatory Bodies (13 responses)</strong></td>
<td>Information sessions about accreditation process (2); Mentoring programs (2); Ontario Regulators for</td>
</tr>
</tbody>
</table>
Access Consortium (ORAC) (2); Bridging programs (2); Waiving/reducing accreditation fees (1); Language training (1); TRIEC (1); Jobs skills training (1); Altruvest charity board matching service (1).

6. Mentees / Skilled immigrants (13 responses)
Mentoring programs (7); Job skills training (4); YMCA (1); Coop and Internship programs (1).

7. Politicians (10 responses)
Coop and Internship programs (2); Mentoring programs (1); TRIEC (1); Virtual Corporation (1); Manitoba wage subsidy (1); Manitoba Investor Immigrant Fund (1); Language training (1); Reciprocal agreements between Canada and other countries for the purposes of accreditation (1); Entrepreneurship workshops (1).

8. Mentors (8 responses)
Mentoring programs (5); Coop and Internship programs (2); One-stop-shops (1).

9. Scholars / Research Organizations (7 responses)
McConnell Foundation and Maytree Foundation’s Assisting Local Leaders with Immigrant Employment Strategies (ALLIES) program (1); Pilot Provincial Nominee Program (PNP) (1); Coop/Internship programs (1); Language training (1); Memorandum of Understanding between Canada-Ontario-Toronto (1); Canada-Ontario Immigration Agreement (1); Professional organizations evaluating foreign programs in other countries in-person (1)

10. Other (Quasi-Institutional Organizations) (6 responses)
Asian Corporation (1); Settlement workers in libraries (1); Accreditation collections (1); World Education Services (WES) (1); Language training (1); Diversity training (1).

11. TRIEC Representatives (3 responses)
Mentoring programs (1); Coop and Internship programs (1); Public awareness campaigns (1).

Total Responses: 148

Note: Not all participants responded with two success stories while many participants named more than two success stories. Mentors and mentees were not asked this specific question, and so their responses were gathered from overall interview responses. Some participants responded with additional answers in their interview.

Table 11: Top 3 Barriers Facing Skilled Immigrants

<table>
<thead>
<tr>
<th>Top 3 Barriers facing skilled immigrants in their attempts to integrate effectively in the Toronto Region labour market</th>
<th>Total number of responses (% of total responses)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Category</td>
<td>Description</td>
</tr>
<tr>
<td>-----------------------------------------------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Credential recognition process</td>
<td>Foreign credential recognition (lack of or difficulty obtaining) (34); Financial barriers to having credentials assessed and approved (8); regulatory bodies (3); Lack of appeals process in Ontario Fairness Commission (1); Difficulty obtaining official documents (1); Loss of social status as a result of rejection of foreign credentials (1); Difficulty meeting knowledge requirements and passing professional examinations (1).</td>
</tr>
<tr>
<td>Language / communication skills</td>
<td>Ability with language and communication skills (30); Interview skills (1); Lack of understanding of occupation-specific terminology (1).</td>
</tr>
<tr>
<td>Canadian work experience (Lack of)</td>
<td>Lack of Canadian work experience (29), Lack of references (1).</td>
</tr>
<tr>
<td>Cultural elements</td>
<td>Lack of understanding of workplace culture (19); Difficulty understanding cultural norms (6); Lack of cross cultural understanding (1); Cultural competence (1).</td>
</tr>
<tr>
<td>Immigration Process and funding mechanisms</td>
<td>Lack of information for immigrants in terms of resources and understanding of labour market needs, norms and realities (11); Immigrant expectations, over-bureaucratic and time consuming (8); Lack of government funding for settlement services, cities, physician residencies (3); Over-saturation of markets due to high concentration of immigrants in Toronto, Vancouver, Montreal (2); Mismatch between supply and demand (1); Influence of economic conditions (1); Lack of employer incentives (1); Poor employment standards (1).</td>
</tr>
<tr>
<td>Access to networks</td>
<td>Lack of access to social and professional networks (17), gap in social capital (1).</td>
</tr>
<tr>
<td>Systemic discrimination</td>
<td>Systemic discrimination (7); age discrimination (2); employer assumptions (2); driving status discrimination (1); accent discrimination (1); employer risk (1).</td>
</tr>
<tr>
<td>Job Search Process</td>
<td>Difficulty navigating through and understanding the job search process (4); Lack of confidence (2).</td>
</tr>
<tr>
<td><strong>Total Responses</strong></td>
<td></td>
</tr>
</tbody>
</table>

Note: Not all participants responded with three barriers while many participants named more than three barriers. Some participants responded with additional answers in their interview.
### Table 12: Top 3 Barriers Facing Skilled Immigrants (By Stakeholder Group)

<table>
<thead>
<tr>
<th>Top 3 Barriers</th>
<th>Responses (Number of)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Top 3 Barriers facing skilled immigrants in their attempts to integrate effectively in the Toronto Region labour market (by stakeholder group)</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Mentees / Skilled immigrants (36 responses)</strong></td>
<td></td>
</tr>
<tr>
<td>Lack of information related to labour market needs, norms and realities (6); Credential recognition (6); Lack of access to social and professional networks (6); Difficulty navigating through and understanding the job search process (4); Lack of Canadian work experience (3); Immigration process (different expectations of labour market reality) (2); Age discrimination (2); Lack of understanding of workplace culture (2); Lack of understanding of cultural norms (1); Driving status discrimination (1); Interview skills (1); Lack of confidence (1); Lack of understanding of occupation-specific terminology (1).</td>
<td></td>
</tr>
<tr>
<td><strong>Mentors (33 responses)</strong></td>
<td></td>
</tr>
<tr>
<td>Language and communication skills (6); Credential recognition (5); Lack of understanding of workplace culture (5); Lack of access to social and professional networks (3); Lack of Canadian work experience (3); Difficulty navigating through and understanding the job search process (3); Lack of information related to labour market needs, norms and realities (2); Lack of access to social and professional networks (2); Lack of understanding of cultural norms (2); Immigration process (different expectations of labour market reality) (1); Lack of confidence (1).</td>
<td></td>
</tr>
<tr>
<td><strong>Service Providers (28 responses)</strong></td>
<td></td>
</tr>
<tr>
<td>Lack of Canadian work experience (5); Lack of understanding of workplace culture (5); Language and communication skills (5); Credential recognition (4); Systemic discrimination (3); Employer education and assumptions (2); Immigration process (expectations) (1); Lack of information (1); Lack of employer incentives (1); Immigration process (expectations, bureaucracy) (1).</td>
<td></td>
</tr>
<tr>
<td><strong>Bureaucrats (20 responses)</strong></td>
<td></td>
</tr>
<tr>
<td>Access to social and professional networks (4); Lack of Canadian work experience (4); Language and communication skills (4); Credential Recognition (2); Lack of funding (1); Systemic discrimination (1); Understanding of cultural norms (1); Lack of references (1); Lack of understanding of workplace culture (1); Financial barriers to accreditation (1).</td>
<td></td>
</tr>
<tr>
<td><strong>Employers (19 responses)</strong></td>
<td></td>
</tr>
<tr>
<td>Language and communication skills (6); Credential recognition (4); Lack of understanding of workplace culture (3); Lack of Canadian work experience (2); Understanding cultural norms (1); Financial barriers to...</td>
<td></td>
</tr>
<tr>
<td>6. Politicians (17 responses)</td>
<td></td>
</tr>
<tr>
<td>-------------------------------</td>
<td></td>
</tr>
<tr>
<td>Credential recognition (4); Lack of Canadian work experience (3); Immigration process (immigrant expectations, bureaucracy) (2); Language and communication skills (2); Regulatory bodies (1); Systemic discrimination (1); Lack of information for immigrants (1); Lack of access to social and professional networks (1); Employer risk (1); Lack of understanding of workplace culture (1).</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>7. Professional Organizations / Regulatory Bodies (17 responses)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Financial barriers to accreditation (2); Lack of Canadian work experience (2); Language and communication skills (2); Lack of understanding of cultural norms (1); Lack of access to social and professional networks (1); Influence of economic conditions (1); Lack of understanding of labour market (1); Regulatory bodies (1); Difficulty obtaining documents (1); Cultural competency (1); Potential over saturation of markets due to high concentration of immigrants in Toronto, Vancouver, Montreal (1); Lack of government funding for residencies (1); Difficulty meeting knowledge requirements / passing professional examinations (1); Potential mismatch between supply and demand (1).</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>8. Advocacy Organizations (15 responses)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Credential recognition (4); Systemic discrimination (2); Immigration process (expectations) (2); Lack of Canadian work experience (1); Financial barriers to accreditation (1); Loss of social status as a result of rejection of foreign credentials (1); Lack of cross-cultural understanding (1); Language and communication skills (1); Lack of information (1); Poor employment standards (1).</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>9. Scholars / Research Organizations (9 responses)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Credential recognition (2); Lack of understanding of workplace culture (1); Financial barriers to accreditation (1); Regulatory bodies (1); Lack of funding for settlement services (1); Lack of Canadian work experience (1); Potential over saturation of markets due to high concentration of immigrants in Toronto, Vancouver, Montreal (1); Language and communication skills (1);</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>10. TRIEC Representatives (6 responses)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Credential recognition (1); Language and communication skills (1); Accent discrimination (1); Lack of access to social and professional networks (1); Canadian work experience (1); Gap of social capital (1).</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>11. Other (Quasi-institutional organizations) (6 responses)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Language and communication skills (2); Credential recognition (1); Financial barriers to accreditation (1); Lack of Canadian work experience (1); Lack of understanding of workplace culture (1)</td>
</tr>
</tbody>
</table>

**Total Responses: 206**
Note: Not all participants responded with three barriers while many participants named more than three barriers. Some participants responded with additional answers in their interview.

4.2.3 The Three Most Important Things to Achieve Effective Labour Market Integration

All mentors (seasoned professionals) and mentees (skilled immigrants) were also asked the question: *What would you say are the three most important things to achieve effective integration of skilled immigrants in the Toronto Region labour market?* As evident in Tables 13 and 14, a total of seven grouped factors were identified. The top response to this question was job search skills, followed closely by issues related to the immigration process and government funding mechanisms, credential recognition and Canadian work experience.

Table 13: Three Most Important Things To Achieve Effective Labour Market Integration

<table>
<thead>
<tr>
<th>What would you say are the three most important things to achieve effective integration of skilled immigrants in the Toronto Region labour market?</th>
<th>Total number of responses (% of total responses)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Job search skills</td>
<td>6</td>
</tr>
<tr>
<td>▪ Immigrant enthusiasm (1); Immigrant self-confidence (1); Openness from immigrants to search for jobs and networking (1); Immigrants possessing apt social and interpersonal skills (1); Willingness from immigrants to upgrade their skills to gain employment (1); Willingness from immigrants to begin at an entry level position and move up from there (1).</td>
<td></td>
</tr>
<tr>
<td>Immigration Process and funding mechanisms</td>
<td>5</td>
</tr>
<tr>
<td>▪ Integrated network and coordination between agencies (1); Mandatory integration of new immigrants into the labour force (1); Realistic expectations for immigrants (1); Immigrant understanding of labour market norms and realities (1); Financial incentives for employers to hire immigrants (1).</td>
<td></td>
</tr>
<tr>
<td>Credential recognition</td>
<td>4</td>
</tr>
<tr>
<td>▪ Credential recognition (3); Immigrant possession of a marketable background of education and experience (1)</td>
<td></td>
</tr>
<tr>
<td>Canadian work experience for immigrants</td>
<td>4</td>
</tr>
<tr>
<td>▪ Canadian work experience for immigrants (2); Internships (1); Coop programs (1).</td>
<td></td>
</tr>
</tbody>
</table>
### Language / communication skills
- Immigrants possessing workplace-specific language skills (2); Tests for Language Proficiency (1).

### Cultural elements
- Societal appreciation for multicultural working environment (1); Immigrants possessing a hard work ethic that persists beyond cultural shock of new workplace (1); Atmosphere provided by employers for immigrants to prove themselves (opportunity to gain Canadian experience) (1).

### Access to networks
- Immigrants possessing networking skills (2)

### Other
- Formal TRIEC body and mechanism (1).

<table>
<thead>
<tr>
<th></th>
<th>Total Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Language / communication skills</td>
<td>3</td>
</tr>
<tr>
<td>Cultural elements</td>
<td>3</td>
</tr>
<tr>
<td>Access to networks</td>
<td>2</td>
</tr>
<tr>
<td>Other</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total Responses</strong></td>
<td><strong>28</strong></td>
</tr>
</tbody>
</table>

Note: Not all participants responded with three barriers while many participants named more than three barriers. Some participants responded with additional answers in their interview.

### Table 14: Three Most Important Things to Achieve Effective Labour Market Integration (By Stakeholder Group)

**What would you say are the three most important things to achieve effective integration of skilled immigrants in the Toronto Region labour market? (by stakeholder group)**

**Responses (Number of)**

1. **Mentees / Skilled immigrants (6 responses)**
   - Workplace-specific language skills (2); Internships (1); Credential recognition (1); Immigrant self-confidence (1); Networking skills (1).

2. **Mentors (22 responses)**
   - Credential recognition (2); Canadian work experience for immigrants (2); Realistic expectations for immigrants (1); Immigrants possessing apt social and interpersonal skills (1); Societal appreciation for multicultural working environments (1); Willingness from immigrants to upgrade their skills to gain employment (1); Willingness from immigrants to begin at an entry level position and move up from there (1); Immigrant understanding of labour market norms and realities (1); Openness from immigrants to search for jobs and networking (1); Financial incentives for employers to hire immigrants (1); Atmosphere provided by employers for immigrants to prove themselves (opportunity to gain Canadian experience) (1); Formal TRIEC body and mechanism (1); Mandatory integration of new immigrants into the labour force (1); Tests for Language Proficiency (1); Hard work ethic that persists beyond cultural shock of new workplace (1); Coop programs (1); Integrated network and coordination between agencies (1); Immigrants
possessing a hard work ethic that persists beyond cultural shock of new workplace (1); Immigrants possessing networking skills (1); Immigrant possession of a marketable background of education and experience (1).

**Total Responses: 28**

Note: Not all participants responded with three barriers while many participants named more than three barriers. Some participants responded with additional answers in their interview.

### 4.2.4 The Effectiveness of TRIEC

Participants were also asked the question: *Has the Toronto Region Immigrant Employment Council (TRIEC) been effective at skilled immigrant labour market integration?* As evident in Figure 15 and Table 15, the majority of respondents answered yes to this question. This was a qualified yes for some, however, as it was acknowledged that TRIEC is still very young and will require more time to expand its employer engagement. It was also stated that the effectiveness of TRIEC will rely on continued partnerships with employers.

**Figure 15: Has TRIEC been effective?**

Note: Not all participants were asked or responded to this question.

**Table 15: Has TRIEC been effective? (by stakeholder group)**

<table>
<thead>
<tr>
<th>Has TRIEC been effective? (by stakeholder group)</th>
<th>Responses</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Category</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Service Providers (15 responses)</strong></td>
<td>Yes (13); Not sure/wait and see (2); No answer/Don’t know (0).</td>
</tr>
<tr>
<td><strong>Mentors (8 responses)</strong></td>
<td>Yes (6); Not sure/wait and see (1); No answer/Don’t know (1).</td>
</tr>
<tr>
<td><strong>Employers (7 responses)</strong></td>
<td>Yes (5); Not sure/wait and see (1); No answer/Don’t know (1).</td>
</tr>
<tr>
<td><strong>Bureaucrats (6 responses)</strong></td>
<td>Yes (4); Not sure/wait and see (2); No answer/Don’t know (0).</td>
</tr>
<tr>
<td><strong>Mentees / Skilled immigrants (6 responses)</strong></td>
<td>Yes (4); Not sure/wait and see (0); No answer/Don’t know (2).</td>
</tr>
<tr>
<td><strong>Professional Organizations (6 responses)</strong></td>
<td>Yes (4); Not sure/wait and see (0); No answer/Don’t know (2).</td>
</tr>
<tr>
<td><strong>Politicians (4 responses)</strong></td>
<td>Yes (3); Not sure/wait and see (0); No answer/Don’t know (1).</td>
</tr>
<tr>
<td><strong>Advocacy Organizations (4 responses)</strong></td>
<td>Yes (3); Not sure/wait and see (1); No answer/Don’t know (0).</td>
</tr>
<tr>
<td><strong>Other (Quasi-Institutional Organizations) (3 responses)</strong></td>
<td>Yes (3); Not sure/wait and see (0); No answer/Don’t know (1).</td>
</tr>
<tr>
<td><strong>Scholars / Research Organizations (2 responses)</strong></td>
<td>Yes (1); Not sure/wait and see (1); No answer/Don’t know (0).</td>
</tr>
</tbody>
</table>

Note: Not all participants were asked or responded to this question.

4.2.5 TRIEC as a Model for Other City-Regions

As illustrated in Tables 16 and 17, when asked: *Do you see TRIEC as a model for other city-regions to emulate?* The majority of participants responded yes. Once again, some put this as a qualified yes, as they expressed concerns that there may not be the same caliber of civic leadership in other municipalities as there is in the GTA, and that other jurisdictions will have to adapt the TRIEC model to accurately address their specific needs and realities. Many participants stated that Kitchener-Waterloo, Ottawa, and Niagara Region have already begun to use the TRIEC model to create similar organizations in their own jurisdictions. In addition, the
McConnell Foundation has partnered with TRIEC-supporter Maytree Foundation to create the program “Assisting Local Leaders with Immigrant Employment Strategies” (ALLIES). This program seeks to “create a national movement of locally engaged communities who are providing successful employment solutions for skilled immigrants” by “provid[ing] funding and support [to] communities in their efforts to learn from, adapt and implement successful approaches used by the Toronto Region Immigrant Employment Council (TRIEC) and others” (Maytree Foundation 2008a).

Table 16: Is TRIEC a Model for Other City-Regions or Jurisdictions?

<table>
<thead>
<tr>
<th>Is TRIEC a model for other city-regions or jurisdictions?</th>
<th>Total number of responses (% of total responses)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>34 (68.0%)</td>
</tr>
<tr>
<td>Not sure, we should wait and see</td>
<td>4 (8.0%)</td>
</tr>
<tr>
<td>No</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>No answer / Do not know</td>
<td>12 (24%)</td>
</tr>
<tr>
<td><strong>Total Responses</strong></td>
<td><strong>50</strong></td>
</tr>
</tbody>
</table>

Note: Not all participants were asked or responded to this question.

Table 17: Is TRIEC a Model for Other City-Regions or Jurisdictions? (By Stakeholder Group)

<table>
<thead>
<tr>
<th>Is TRIEC a model for other city-regions or jurisdictions? (by stakeholder group)</th>
<th>Responses (Number of)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Providers (13 responses)</td>
<td>Yes (11); Not sure/wait and see (2); No answer/Don’t know (0).</td>
</tr>
<tr>
<td>Mentors (7 responses)</td>
<td>Yes (4); Not sure/wait and see (1); No answer/Don’t know (2).</td>
</tr>
<tr>
<td>Employers (7 responses)</td>
<td>Yes (5); Not sure/wait and see (0); No answer/Don’t know (2).</td>
</tr>
<tr>
<td>Bureaucrats (6 responses)</td>
<td>Yes (4); Not sure/wait and see (1); No answer/Don’t know (1).</td>
</tr>
<tr>
<td>Organization Type</td>
<td>Responses</td>
</tr>
<tr>
<td>--------------------------------------------------------</td>
<td>-----------</td>
</tr>
<tr>
<td>Professional Organizations (4 responses)</td>
<td>Yes (2); Not sure/wait and see (0); No answer/Don’t know (2).</td>
</tr>
<tr>
<td>Politicians (4 responses)</td>
<td>Yes (3); Not sure/wait and see (0); No answer/Don’t know (1).</td>
</tr>
<tr>
<td>Advocacy Organizations (4 responses)</td>
<td>Yes (3); Not sure/wait and see (0); No answer/Don’t know (1).</td>
</tr>
<tr>
<td>Other (Quasi-institutional organizations) (2 responses)</td>
<td>Yes (0); Not sure/wait and see (0); No answer/Don’t know (2).</td>
</tr>
<tr>
<td>Scholars / Research Organizations (2 responses)</td>
<td>Yes (2); Not sure/wait and see (0); No answer/Don’t know (0).</td>
</tr>
</tbody>
</table>

Note: Not all participants were asked or responded to this question.

### 4.3 Conclusion

Numerous barriers identified and discussed in the literature were also identified by respondents as being top barriers to effective skilled immigrant labour market integration. These include systemic discrimination, lack of credential recognition and flaws in the immigration process. TRIEC was identified as a success story by many participants and is largely perceived to be effective and a model for other city-regions.

The following chapter will delve into stakeholder responses and uncover why these key barriers exist and how they can be adequately addressed. It will also examine why TRIEC is viewed as being successful and worthy of emulation and what respondents feel is working and not working for both the organization and regarding the issue as a whole. Additionally, the chapter will reveal patterns and subtleties among stakeholder responses. Recommendations will be suggested to help better TRIEC and better facilitate effective skilled immigrant labour market integration.
Chapter 5
Analysis

“We’re not here for any favours, we’re not here to have favours done to us. We came in here as knowledge workers and that’s our mandate that we want our full labour market participation as the knowledge workers that we are. So we have to be hard nosed okay.”

Skilled Immigrant Participant

5.1 Introduction

This chapter interprets the findings revealed in Chapter 4 and determine their meaning for geographers studying immigrant settlement and economic development issues in Canadian cities. It delves into stakeholder responses, reflects on the perceived success of TRIEC and suggests ways for the organization to proceed as it evolves. Recommendations and solutions – addressed to specific stakeholders and parties – will be put forward to offer insight into how city-regions – namely the GTA - can better integrate skilled immigrants into their labour markets.

5.2 What is Working?

The largest number of respondents identified mentoring initiatives as a success story. Some participants exclusively referred to TRIEC or implied that they were referring to those mentoring services run under the TRIEC organization. Others spoke of the success of the TRIEC organization itself, identifying its broad-stakeholder approach, public awareness campaigns, and Mentoring Partnership initiative. As evident in Table 9, mentoring programs and TRIEC were grouped together as one identified success story. The impact of mentoring will be discussed in greater deal when assessing TRIEC as a whole.
5.2.1 What is Working? Subtleties Between Stakeholder Groups

Participants across all stakeholder groups identified mentoring programs as a top success story. Bureaucrats and service providers tended to discuss the successes in government legislation, particularly the Ontario government’s now implemented Bill 124. The majority of respondents, particularly employers, mentees, mentors and service providers, expressed positive views about TRIEC and its initiatives. This positive feedback may be attributed to the fact that nearly half of all participants interviewed were TRIEC council members and therefore are involved with the organization in various capacities. Also of note, professional organizations were very diverse in their responses but focused much of their discussion on improving information dissemination to immigrants and that members of advocacy organizations were the only stakeholder group that had participants cite “nothing as working”.

5.2.2 Mentoring Initiatives

Participants viewed mentoring initiatives as successful because they offer an opportunity for immigrants to access social and professional networks. According to a service provider in the City of Toronto,

> What is really working … is the mentoring because we are matching professionals to other professionals, and the only difference between these two individuals is that our mentees don’t have the network; they don’t know, for example, the labour market,… it’s a professional relationship, where we link them up with a professional, just to guide them and help them with the job search. It’s been very successful.

The results of mentoring can be very positive. A service provider in the City of Toronto says, “I think mentoring is good. That’s an initiative that I think has really impacted in a big way, because this is a very underserved client group”. Some participants noted that access to mentoring
services is limited due to inadequate resources. As a result, a bureaucrat states that “the number of people who can join a mentoring program is very limited”.

5.2.2.1 Examples of Skilled Immigrants Graduated From The Mentoring Partnership

To illustrate why TRIEC’s Mentoring Partnership initiative is viewed as being so successful, the stories of two skilled immigrants follow.

Story 1: “Abdul”

Country of origin: Saudi Arabia (via United States of America)

“Abdul” [assigned name] arrived in Canada in March, 2007. Having obtained a bachelor’s degree in information systems and business from Saudi Arabia where his family resided, he moved to the United States upon graduation, where he ended up living most of his life. There he upgraded his education by obtaining a Masters in Business Administration (MBA) and thereafter accumulated a total of over ten years of employment experience as a financial consultant. Upon arrival in Canada, he thought that “based [on my] background and living in the U.S … I will not face any problems or differences”. He was surprised, however, to find himself in the “shocking stage” where he realized that there were great differences between the Canadian and American labour markets in terms of how things were approached. Explains Abdul,

_The fact about it is with no knowledge about the Canadian labour market ,that became the hardest part basically in locating a job. It took a long period of time and a lot of struggle …due to the fact … there is no guidance … you get approved as a skilled worker but unfortunately they [the government] do not tell you where you can work…or what you need to do to start … working within your profession._
As his educational background and expertise were from the U.S., Abdul thought it would be smooth sailing in terms of finding employment upon his arrival in Canada. He states, however,

*I was applying for jobs and [employers] never getting back to me … and then I started realizing … there is a problem here … expectations for me was I’ll be here and then next month by the time I’m settled down, I’ll be sailing and working and everything will be perfect. But it wasn’t …*

After seven months of struggling to find a job, Abdul learned about the Centre for Internationally Trained Professionals and Trades People and the Mentoring Partnership programs delivered by COSTI and started “receiving the positive results”. After almost a month and a half in the Mentoring Partnership program, he got his first full-time job in Canada. Abdul found that COSTI’s job-preparation classes expanded his horizons and understanding of the labour market in Canada and of the kind of approach necessary for specific professions. He notes,

*In regards to the mentoring program … [the mentoring program] had a huge impact on me … in [terms of] self esteem [but also] a better understanding [of the labour] market as well as the networking and the contacts. And those are the… three most important tools for us [immigrants] to locate a job in our profession … [As a result,] through the mentoring program, now I’m employed with the exact same profession and experience and expertise that I had previously.*

This was after what Abdul refers to being “at [his] final breath”, in that he was not employed in part-time or full-time work. After participating just short of two months in COSTI job-readiness programs and the Mentoring Partnership program, he was called for five to six interviews and received “three job offers within 24 hours”. Oddly enough, at the time of our meeting in October 2007, he was still having trouble having his credentials assessed and
approved despite few months of attempts with numerous organizations and assessment bodies. One skilled immigrant interviewed expressed shock, as it took only four weeks for her to have her credentials assessed. States another focus group participant, “[it] depends on where you’re from and from where you do it”.

Story 2: “Anil”

Country of origin: India

“Anil” completed his bachelor’s degree in civil engineering in India. He completed his masters in the United Kingdom and worked there for a few years prior to immigrating to Canada. After arriving in Canada in 2005, he immediately found out about the COSTI job-ready programs and came across the Mentoring Partnership through his participation at the Centre for Internationally Trained Professionals and Trades People, barely two months after his arrival in Canada. As “Anil” had his credentials assessed prior to arrival due to having applied to study in a PhD program at a Canadian university, he did not have to re-do this process. He applied to participate in the mentorship program, however, because he felt that “searching for a job is a full time job” (spending “ten hours a day just researching on what stuff is going on”) and that he wanted to expand his professional network. Contends “Anil”,

Canada is basically a nastier version of Simon Cowell.\(^\text{10}\) Because everything is different … [It is] the fussiest country I know because I’ve been to a few countries. I’ve never seen anything like this. Believe me.

He then explains that even in Germany, where he didn’t know the language, “the job prospects [weren’t] that bad”. Yet, in Canada, where he could speak the native language of English,
everything was different ... I mean where do you start? ... I mean like right from the process and everything ... Even [different] from the U.S ... [and] everybody knows like U.S. is the big brother of Canada ... but they [Canada] don’t even acknowledge U.S. in anything. [N]either the experience nor the educational. Where do you start from as an immigrant? That’s the main thing. Like I think they’ve [Canada] taken all the best things from around the world and created a system such that it makes it very difficult. It’s too complicated.

After hearing stories from other immigrants about how they were unable to find employment in their fields despite being in Canada for two years or more, “Anil” panicked and “was thinking … what the hell did I get myself into”. He joined the Mentoring Partnership and was paired with an established engineer who had also arrived from India but twenty-five years earlier. He remarks,

*Networking [is] very tough on your own. If there’s a helping hand, it really helps you a lot ... I think the best part of [the] mentoring process is because you’re [paired] with [a] person who already has the contacts within the industry.*

With an expanded professional network and refined skills as a result of working with his mentor, “Anil” was able to obtain a position at a “very brilliant company”, where he “couldn’t have asked for anything better”. Although delaying his ability to obtain a PEng credential, he believes that given “the opportunities that this company gives me, it’s well worth sacrificing [my] two years of experience or three years of experience”. He states, however, that job-readiness programs like the ones at COSTI and the mentoring partnership program are part and parcel for success. He concludes,
Without the COSTI program, the mentoring program wouldn’t have the benefits…and, without the mentoring program, the COSTI program wouldn’t have the perfect ending.

5.2.3 Job Skills and Career Development Programs

Many participants also identified job skills and career development programs as successful. These discussions largely involved language and communication skills-improvement initiatives as well as an understanding of labour market realities and the job search process. A bureaucrat in York Region remarks that there has been great improvement in the availability of workplace-specific language training programs.

There are ESL programs now that the subject matter is in workplace language, [whereas] in the good old days it was by level, of their literacy level, but now [it] is about for English for an engineer, English for a scientist. So I think those are some good changes made in the curriculum of ESL programs that are geared more towards occupational needs rather than just academic literacy level.

A representative of a board of trade in Peel Region expressed his/her belief in a two-pronged strategy.

The effective employment integration of immigrants, I think, is an equation that has two parts. It’s preparing newcomers to become employment ready and … preparing employers to be hire-newcomer ready.

S/he maintains that progress has been made on the first equation but not so much on the second.
A lot of activity to date, a lot of the work of government and the organizations that they fund, settlement organizations and agencies, has been focused on the first part of the equation: getting newcomers to become employment ready. And that involves things like language training programs helping them with resumes, resume writing, interview skills … and I think a lot has been accomplished in that area. So there has been I think great success in terms of delivering strong programming towards newcomers. What has not been working is getting employers ready to hire immigrants. Very little effort has been paid towards employers and unless employers are ready and willing to hire new immigrants, no matter how much you prepare the immigrant, if the employers aren’t ready to hire them or aren’t willing to hire them than you’re not going to have … effective employment of immigrants.

5.2.4 Coop and Internship Programs

Many participants identified coop and internship programs as successful. A significant number of participants said these programs offer immigrants a chance to gain valuable Canadian work experience, something that could be used to gain permanent employment in their field of expertise and training. This is particularly valuable to those immigrants who after arriving in Canada, may find difficulty gaining access to their profession. A service provider in the City of Toronto remarks,

*Unpaid work placements [are generally] for those clients who [have a] skill[s] gap, there’s a gap in experience, they worked, and then they came in and couldn’t work for six months. So doing an unpaid allows you to transition better …*

In addition to the benefits of coop and internship programs to individual immigrants, their benefits to employers were also identified. For instance, a bureaucrat in Peel Region notes that
what the municipality has “found to be successful is really the internship opportunities”. S/he states,

[There are] two main reasons. Number one is the fact that you really get to test the waters. So there is no commitment to hire on any of these interns and we just get to try them out. And if they work, then we keep them ... [a]nd then the other success is just the calibre and the quality of candidates that we happen to be getting every time. I haven’t had to date one hiring manager come back to me and say ‘it’s not working’. In fact, it’s been the opposite. It’s been exceptional.

The success and effectiveness of these programs were identified by numerous stakeholders. Remarks Paul Ferreira, then Ontario New Democratic Party (NDP) Member of Provincial Parliament (MPP) and his party’s critic for citizenship and immigration at the time of our interview:

I’m a big proponent of internship programs. And there are a number including here in Ontario of internship programs and models that have worked very well. The Ministry’s own figures demonstrate that almost 90% of skilled immigrants who go through some kind of internship process ... land full time employment and more than half of those folks were employed with the employer that provided the internship opportunity. So there is a continuation from internship to employment. I think greater effort and greater investment needs to be made in that area specifically because it’s been demonstrated to work.

5.2.5 Recent Legislation and Government Action

The subject matter of recent legislation and government action generated a great deal of discussion among stakeholders interviewed. Discussion focused around Bill 124, now known as The Fair Access to Regulated Professions Act. This piece of legislation created a Fairness
Commission that will attempt to ensure fairness in registration practices with professional organizations and address the concern that immigrants are unfairly prevented from gaining access to their professions. A large number of the participants who discussed the Act saw it as a good first step and a sign of change to come in terms of the willingness among the political elite to aggressively address the lack of effective skilled immigrant labour market integration. According to a bureaucrat in York Region,

[The Act] is very good legislation to remove some barriers. We haven’t seen results as of yet … but I think that I see a good commitment from the politicians to help immigrants in integrating in the area of recognizing their overseas training credentials and experience.

Some participants expressed surprise that government had responded to their concern of unfair registration practices amongst professional organizations. Contends one service provider in the City of Toronto,

[That was an incredibly important piece of legislation … this was really a very bold piece of legislation, because … no other government has actually been willing to say that the regulatory body, you have accountability to the state….But yes this government actually did it … Now we’ll see how it unfolds in terms of its actual implementation but there is now a very clear [signal to] the regulators now [to] know that they are accountable to the state … it’s a very different regime … it’s a massive massive change.

Nevertheless, a number of participants expressed their concern that the Act did not go far enough. Philip Kelly of York University and CERIS says,

I think one of the issues [for] some people [is] that the ombudsperson
[doesn’t] really have the teeth, the disciplinary teeth, to really force an issue on a regulatory body where clearly inappropriate judgment has been made. I think they [service providers] were looking for something with a bit more power … I think everyone sees it as a move in the right direction, but it could have gone further. One thing it doesn’t address is representation by foreign trained professionals on the assessment bodies or boards or committees of the regulatory bodies, and I think that would be a very positive thing to do would be to ensure there’s a certain representation on those committees of people who have gone through the process and have some kind of appreciation of what educational systems are like elsewhere.

According to Amy Casipullai of the Ontario Coalition of Agencies Serving Immigrants (OCASI),

[This is] a bill that creates a new access centre that’s supposed to give information. What does it do beyond that? Nothing. Beyond information, there’s nothing. And someone who is literate has access to the internet, can inform themselves. You don’t need an access centre. Is the access centre advocating on their behalf on a one on one basis so that if they encounter barriers with accrediting bodies there’ll be someone there to walk them through the process? No. Maybe that will come in the future. They’ve also got a commission that is looking at fairness in the assessment process. Now that’s a good thing. That’s something we have asked for, for a long time. But that’s just one piece of the puzzle. Okay so now you have fairness and transparency in the accrediting process finally. You get the accreditation. Now what? So there’s no follow through in terms of actual jobs for these [immigrants].

Another key piece missing in this Act, noted one respondent, was the lack of a formal appeals process for skilled immigrants denied certification. According to Paul Ferreira, former Ontario NDP MPP,
The bill was supposed to have been a response to something called the Thomson report which looked at the plight of foreign trained professionals. And one thing the Thomson report recommended was creating a truly independent appeals body to hear cases where newcomers are told that their credentials are not acceptable or not sufficient. And there’s a reason why an independent appeals body is so important. Aside from the medical and health sciences field, the regulatory bodies and the credentialing bodies, they do not offer an independent appeals process leaving the applicants frankly in a precarious state …[and] not having an appeal mechanism to try and overcome a negative decision frankly is unfair and it’s fails the recommendations of that Thomson report.

Frank Klees, Ontario Progressive Conservative MPP and his party’s critic for citizenship and immigration at the time of our interview, believes

*Bill 124 is in large part fluff … It has all of the rhetoric … but at the end of the day I can tell you I’d like you to show me one immigrant who has broken through the credentialing barrier as a result of Bill 124. Bring them in here and show [th]em to me because I haven’t met any.*

Klees sees the Act as setting up a bureaucracy and being full of “puffery” and “nothing words”. He believes it “creat[es] false expectations through announcements that at the end of the day are hollow. And that’s what Bill 124 is. It’s hollow. It doesn’t do anything to create specific results”. Others expressed concern that the Act would not adequately address the issue of how professional organizations would be held accountable. According to one respondent,

*I’m concerned that [professional organizations will say to] the fairness commission, ‘oh yes, we want to abide by the fairness commission’….but it doesn’t matter, because they’re not actually working in that direction.*
Jean Augustine, Ontario Fairness Commissioner, responds to these criticisms by saying that the Commission was set up precisely to deal with immigrant feelings of mistreatment by regulatory bodies. The Commission, she says, seeks to ensure that the regulatory body [and] its processes [are] fair and transparent so that there is no treating of an individual from one country different from the way you treat an individual from another country. Remember that all of these regulatory bodies have their own autonomous processes and that those processes are through a ministry to which they directly relate ... The commission is not going into the autonomous workings where they have legislation that gives them the authority to do certain things ... the mandate of the commission is really to ensure that those processes are fair, are open, transparent, and people [are] dealt with in a timely fashion. So it is important for us to ask the question[s] 'who is doing the assessing for you?', 'what is the qualification of those individuals [who are] doing the assessing for you?' and it's important for us to ask ... 'what are your fees for writing exams? Do you have exams? Does everybody get the exam? Do you have the same amount, the same fee for every person who writes the exam? Do you have appeal processes? And what level of appeals? Is it that you say 'no, you're not qualified' and you're handed back your papers or is there an appeal? Is there someone which the individual [can go to with an appeal] and how many steps [are] in your appeal process? ... And of course if all else fails and ... an individual feels that they're unjustly, unfairly discriminated against, the rules of fairness was not administered, then there are processes outside [such as] the human rights commission to ... minister appeal to government appeal [for the immigrant to take their concerns] ...At this point in time, I’m not too sure [the accreditation process is] as clear and transparent and open as it should be. [However,] I think some of the bodies are really working hard at it, recognizing their responsibility.
When asked about the Act and their thoughts on its implementation, all professional organizations interviewed [including three major regulatory bodies] expressed an interest and desire to work collaboratively with the Fairness Commissioner to communicate their registration policies clearly and to show that their accreditation systems are as transparent as possible and compliant with the legislation. Many also expressed an interest to share best practices regarding making application processes for certification as fair, transparent and timely as possible.

Other respondents spoke of increased partnership and coordination between various levels of government, as exemplified in the Canada-Ontario Labour Market Agreement and the Canada-Ontario Immigration Agreement. Remarks a service provider in the City of Toronto,

For the first time, Ontario has an immigration agreement with the federal government. We’re the highest receiving, immigrant receiving province in Canada. So that we’ve only just signed an agreement is kind of horrifying.

This service provider also notes that the agreement will result in more funding to support initiatives assisting skilled immigrant labour market integration and that

There’s a degree of coordination which didn’t exist even five years ago ... I think that the government is recognizing they’ve got to be sitting around the same table and figuring out what each other’s doing and how it can be better coordinated.

According to Enid Slack of the University of Toronto, 

I think it is important for Toronto to have a ‘seat at the table’ … Toronto has more immigrants, recent immigrants, coming to the city than PEI has as a population. So if PEI is at the table, then why wouldn’t Toronto be at the table? But being at the table only gets you to talk about what
the issues are but what they really need is the funding to pay for the programs that they are providing and whether that comes with a seat at the table or not remains to be seen.

Some participants mentioned their satisfaction with the Pilot Nominee Program (PNP).

According to Michael Bloom of the Conference Board of Canada,

[W]hat you have is the province identifying jobs that are there, actually ready to be filled and going out with the collaborative support of the federal government, finding the right person and bringing them and putting them in that job. This is a very precisely focused strategy which gets at one of the fundamental challenges facing Canada and one of the fundamental strengths of an immigration program that’s skills based which is that you can actually go and target the people you really need and fill the most pressing gaps in your labour market.

He believes, however, that the scale of Ontario’s PNP “needs to be ramped up”.

[Ontario and Manitoba’s PNP’s are] not on the same scale. If you remember that Manitoba has a population of 1.1 million, Ontario’s population is about 13 million. So you’d expect a program in Ontario about 12 times as big. Well it’s not. So it needs to grow an order of magnitude to have the same kind of impact on the Ontario economy.

One bureaucrat spoke of the move towards a shared agenda between various stakeholders in the issue of skilled immigrant labour market integration.

Over the years, I would suggest, that some of the things that have happened that are working are shared agendas … there has been a real move of not only the government but also the corporate sector, also the community sector, coming together.
5.2.6 Information Dissemination

A number of service providers and bureaucrats, particularly those in the 905 region, expressed their appreciation for one-stop shops and welcome centres. They all stated that housing immigrant services under one roof would reduce duplication of services and provide for easier access to services for immigrants that cut across many different issues such as employment, family and health. These centres reduce confusion among immigrants as to where to obtain information regarding particular professions or labour markets or services and reduce the possibility of misinformation.

Two notable examples include the Settlement and Education Partnership in Toronto (SEPT) In Libraries program and the York Region Inclusivity Action Plan. The SEPT program is a joint venture between settlement agencies and the Toronto Public Library (TPL) that has settlement workers come to local libraries and assist newcomers with finding information about living in Toronto and the issues that come as a result [such as employment] (Toronto Public Library 2008). This initiative is an example of leadership collaborating on a local level to improve a facet of the issue: in this case information dissemination for immigrants. The York Region Inclusivity Action Plan is an initiative of the York Region Human Services Planning Coalition that has three objectives. They are heightening the awareness of the changing population profile of York Region; improving services to ethno-cultural communities; and, strengthening the capacity of human service providing agencies to serve immigrants better (Bureaucrat, York Region, 12 July 2007, Personal Interview).

5.2.7 Employer Engagement and Education

Participants identified employer engagement and education as being successful. A respondent identified the Skills without Borders initiative of the Brampton Board of Trade as an example. This initiative has taken place in two phases: first, “raising awareness about labour
needs in North Peel and the ability of skilled immigrants to meet those needs”; and second, “creating employers' awareness about the benefits and challenges of developing and managing a culturally diverse workforce, focusing on the fact that cultural diversity is good for business”. It is an example of business leadership rising to the challenge to rally behind the issue and attempt to devise effective solutions (Skills without Borders 2008).

5.2.8 Nothing is Working

Interestingly, two representatives of advocacy organizations stated that they believed nothing was working. States one respondent,

*I really tried to think about this and I thought no, no, I can’t give you any success stories because it’s also very much a question of what you identify [as] success right … [S]ince the 1980s, [Canada has] had so many engineers that came in and found themselves blocked out of the profession that they never could get into the profession. So at this point in time they think success may be just getting into the profession right? So anybody who thinks he got an engineering job might think it’s success. But is that success? No, because it’s like he’s lost all his credentials to just enter the profession right? And that’s not success as far as [we’re] concerned.*

5.3 Barriers to Effective Skilled Immigrant Labour Market Integration

Participants identified credential recognition (or lack thereof) as a barrier for skilled immigrants trying to work in their intended profession (identified by nearly one in four participants). There is a misconception, however, that credential recognition alone entails effective labour market integration, whereby an immigrant will obtain a position that is relatively commensurate to their skills level both in pay and in seniority.
For instance, a representative of an advocacy organization in the City of Toronto states that,

*No politician can get away with talking about immigration without also talking about labour market integration. Unfortunately, they’re not talking about labour market integration, they are talking about credential recognition. And there’s a big difference between the two … I mean there’s this perception, ‘well we have to appease the voters somehow because this is an important issue’. So as a result, what has happened in terms of initiative[s] from the government is [that] everything [has] to do with accreditation and there’s no follow through beyond that. So really, … there’s nothing on labour market integration. Absolutely nothing.*

There were four other key issues that were each identified by approximately 15% of total responses. Two of these relate to “soft skills”, such as language and communication skills and the ability to adapt to cultural differences. The third most common response, Canadian work experience, is largely dependent on credential recognition for many immigrants, notably those in regulated professions. As a major employer in Peel Region states,

*I think the fact that a lot of employers and hiring managers really want Canadian experience [is a barrier for skilled immigrants]. So they’re [immigrants] in a ‘catch-22’ because they can’t get the Canadian experience unless employers are going to give them that experience.*

The most complicated and most systemic barrier participants identified is the immigration process itself. This barrier cuts across all parts of immigration and settlement in terms of disseminating labour market information to immigrants, setting proper expectations regarding the labour market realities in Canada, the processing of applications, credential recognition, and funding for immigrant service organizations and municipalities that often
provide critical services to immigrants that are key to them achieving successful labour market integration.

5.3.1 Barriers Facing Skilled Immigrants? Subtleties Between Stakeholder Groups

One of the most interesting trends in the responses is that the stakeholder group of service providers - front-line workers in immigrant settlement services – most often identified barriers for immigrants that were the top barriers identified by all participants.

Differences between stakeholder groups in terms of the types of barriers identified were that service providers and advocacy organizations tended to identify and discuss barriers related to systemic discrimination while bureaucrats focused on access to social and professional networks and funding disparities within the GTA. Mentors and employers appeared to identify barriers related to workplace culture and interaction and communication skills while mentees (skilled immigrants) identified numerous barriers related to navigating through the immigration process, information dissemination and obtaining Canadian work experience. Perhaps most distinct from all the other groups, professional organizations had the widest range of responses and least consensus on barriers for skilled immigrants. Despite numerous responses, not one barrier was identified by more than two participants, possibly due to unique circumstances and processes associated with some professional organizations.

What follows is a list of the key barriers identified by participants and their reasons for doing so.

5.3.2 (Lack of) Credential Recognition

Many participants cited issues with verifying, assessing and accepting credentials as a key barrier to the successful labour market participation of skilled immigrants. As discussed in Chapter Two, many employers are unaware of the resources available to assist with credential
assessment. They often lack the capacity to do so on their own and choose to hire immigrants with Canadian or Western credentials in order to mitigate risk. As a result of this perceived lack of awareness or ability to adequately assess foreign credentials, a number of participants differentiated between barriers to the skilled immigrant and barriers to the actual employer with respect to foreign credential recognition. States a bureaucrat in Halton Region,

*Even though the individual’s barriers may be language and lack of work experience, the employer has barriers as well with respect to the fact that they don’t understand qualifications. They don’t understand foreign work experience. So… the labour force continues to deplete, the employer wants to hire but doesn’t know how, because they’ll see resumes of [individuals] who have foreign education and foreign work experience and they don’t know how to interpret it. So what ends up happening is that they just toss it aside and go on to something they know.*

Participants mentioned, therefore, that mitigating risk is a key strategy in facilitating skilled immigrant labour market integration. A bureaucrat remarks,

*I think one of the things that … we’re recognizing is trying to look at the situation from the employer’s point of view. I think that … employers like to hire without risk. Employers want to hire someone that they think can do the job. And that tends [to] make employers hire people like themselves, because they don’t feel threatened by themselves. So if they’re looking at two resumes, and someone is coming from the University of Toronto, and someone is coming from a University in India somewhere, they will drift towards the University of Toronto, because they’re using that as a proxy for feeling comfortable that this person is going to know how to work in the company … one of the things that we’re trying to move employers towards is finding ways to look at that*
resume or be in that interview, where they’re able to mitigate that risk and see the value that that immigrant is bringing from Dubai or wherever they’re coming from.

Part of the problem is that there is no standardized process for credential assessment. This poses challenges for employers as there is no systematic way of verifying credentials and there is no one official credential assessment mechanism or body. Notes an employer in Peel Region,

[At our company,] we do verify educations for candidates in Canada, or in the US, but we do have challenges beyond North America and I do think it would be useful for the Canadian government to help employers out a little bit more in that area. So if they’re [the government] going through a process to evaluate whether to allow these new immigrants into Canada, I think it would be useful for them to have a standard process where they’re also validating some of these education credentials. And then it’s almost like giving the person a standard document that they can then use and bring to employers, that’s standard and recognizable, so we can say ‘oh, you’ve gone through the process’, so that we’re not scurrying behind the scenes trying to figure out how to do it.

Moreover, many participants discussed the difficulties that skilled immigrants face when attempting to gain acceptance of foreign credentials by professional organizations in order to obtain the necessary accreditation and approval to practice in a particular profession. This is the case for skilled immigrants in regulated professions, which participants estimated account for nearly half of the total skilled immigrant labour pool. As put forward by the Policy Roundtable on Professions and Trades (PROMPT) in their submission to a provincial government standing committee, the following barriers have been documented following discussions with numerous skilled immigrants attempting to gain entry into regulated professions:
Barriers of Accessing Regulated Professions

- Lack of knowledge of the regulatory body and education system
- Lack of detailed and accurate information about the licensing process
- Complicated requirements, paperwork and bureaucracy
- Dealing with lengthy application processes
- Difficulty getting transcripts and accessing records from home countries
- Gate-keeping by professional associations and regulatory bodies

Internationally Trained Professionals have difficulties obtaining licensure and registration in order to practice in the regulated professions

- Lack of comprehensive information of licensing and registration processes
- Difficulty navigating through the “system” of professional associations & regulating bodies
- Lack of accountability and transparency in the assessment and licensure processes
- Lack of national standards for assessment of credentials
- Re-qualification or re-training in order to work in their designated professions
- Time consuming, lengthy and costly processes

Having education and training from another country that is not recognized or does not have an equivalent in Canada

- Difficulty in contacting officials at regulatory bodies, difficult channels of access
- Poor feedback provided by the regulatory bodies
- Lack of accountability and lack of appeals processes within the regulatory framework

Additionally, one service provider remarks of professional organizations, “I think they are close minded … I think they should be a really more transparent, a little more welcoming, they should be a little more client friendly, newcomer friendly”.

Prior to developing Bill 124, *Fair Access to Regulated Professions Act* (2006), the Ontario Ministry of Citizenship and Immigration identified seven key barriers faced by internationally trained individuals. This is found in the context of the bill, which was passed and received royal assent in December 2006 and is now being implemented. These seven barriers were as follows:

- Language and communication skills
- Lack of Canadian job experience and/or references
- Credential recognition
• Lack of consistent pre-application requirements, complete information about professional standards and admission requirements
• Decision-makers may lack relevant skills to assess international credentials and experience
• Inability to appeal or review a registration decision

(Bureaucrat, Government of Ontario, July 30, 2007, Personal Interview)

As a result of these identified barriers, The *Fair Access to Regulated Professions Act, 2006* (FARPA) “helps break down barriers facing internationally trained individuals applying for registration by requiring regulators to provide fair registration practices which are codified in the Act” (Bureaucrat, Government of Ontario, July 30, 2007, Personal Interview). The Act seeks to establish a fair registration practices code that includes the provision of clear and complete information to applicants; timely decisions, responses and reasons; internal review or appeal within a reasonable time; alternatives where the required documentation is not available; transparent and fair assessment of qualifications; training for assessors and decision-makers; and lastly, access to records (Bureaucrat, Government of Ontario, July 30, 2007, Personal Interview). It excludes regulated health professions, which continue to operate under the *Regulated Health Professions Act 1991 (RHPA)*. A section of FARPA, however, amends RHPA “to reflect the additional fair registration practices required by FARPA for the non-health regulated professions” (Bureaucrat, Government of Ontario, July 30, 2007, Personal Interview). A description of the progress of, enforcement mechanisms in and regulatory bodies falling under the Fairness Commission is found in Appendix F.

Many participants discussed the perception that employers and professional organizations may discount education from certain institutions based on false assumptions. According to Philip Kelly of CERIS and York University,
One of the stories [I hear from engineers is of] the Mapua Institute of Technology, which is actually the absolute top engineering school in the Philippines [is that] ... when their credentials were being assessed by professional engineers in Ontario,[the assessors] saw Institute and assumed it was therefore an inferior organization ... In reality, MIT in the Philippines is actually the equivalent of MIT in the US. So they felt that there was an ignorance inside the professional regulatory bodies as to the exact nature of what their education had been.

Mario Calla, a TRIEC board member and executive director of COSTI, agrees, noting that there appears to be

an assumption that Canadian credentials are the only ones that work.
Well no. There are schools around the world that actually are better rated than the Canadian schools and there should be a more astute and precise way of assessing those credentials.

Difficulties encountered by many skilled immigrants when attempting to gain credential recognition delay their entry into the labour force, often creating a barrier to obtaining effective employment. Contends a service provider,

With all these steps that one needs to take [in the credentialization process], [it] delays the immigrant’s entry into the job market that they’re destined for. That is the job market that they were trained for. And the problem is that the research really does show that the longer you wait, the less likely it is that you’ll work in your field.

Compounding this delay in accreditation are the financial barriers that prevent many immigrants from navigating through the credential recognition process. States a representative of a chamber of commerce,
One of the key barriers for immigrants is lack of funds. Lack of economic means. ... It’s known that if they choose to take a subsistence job to support their family, their long term career goals get put aside, very often irrevocably. ... So they have the dilemma of whether to take on the subsistence role to support their family and overcome those settlement issues or to scrimp and save to look at upgrading skills and placement, for instance, either internship or mentorship basis or going back to school to acquire the missing pieces for their career.

Philip Kelly of York University adds, “people come here with a need to earn as quickly as possible, so they tend to take survival jobs rather than appropriate jobs given their skills”. When speculating as to why foreign credential recognition - which one respondent remarks is an “obsession” amongst regulatory bodies - is so difficult for many skilled immigrants, one participant suggests that it is due to self-interested gate keeping. According to one professional organizational informant, “[o]bviously [professional organizations are] going to discriminate, because it’s in their interests to do that … [as] they would rather protect their interests through the regulations”.

One respondent notes that the lack of credential recognition provides benefits in the capitalist economy. Argues Philip Kelly of CERIS and York University,

The regulatory bodies are keeping that bottleneck there for a reason, its scarcity ... [a]nd I think ... the structural reason for a lack of credential recognition is that the Canadian economy is affected well out of having skilled trained experienced workers [working in positions below the level of their expertise] .... [W]hat the Canadian economy collectively, in all its inequality, gets out of them is the productivity of highly effective and trained workers doing jobs in those low level positions that exceeds what would normally be expected in those positions. The economy gains all of the productivity of them doing that kind of job … [T]he reality is,
the lower they’re paid, the lower taxes they pay, but the lower they’re paid, the more they’re contributing to Canadian productivity and Canadian competitiveness, so there’s a structural logic that makes it favourable and beneficial to the Canadian economy as a whole … to have people subordinate in that way, that’s capitalism. So I don’t particularly buy these arguments that say, there is this loss to the economy, I think they’re missing the point of where the surplus value is being created and how it’s then circulated in the economy … I think the arguments for accreditation would be more social justice arguments, based upon the fact that you’re discriminating against people that can do a certain job, simply because of where they got their accreditation.

5.3.3 (Lack of) Canadian Work Experience

Participants also identified lack of Canadian work experience as a major barrier. A skilled immigrant remarks,

You don’t get an opportunity just because they [employers] say you do not have a Canadian experience. Unless somebody gives you a job, how can you [acquire] Canadian experience? Everybody saying [they] read your resume [and asking] how much experience do you have in Canada? Damn, give us a job, then we’ll prove ourselves!

Frank Klees, MPP, remarks,

The Canadian experience [requirement asked by many employers] is something that frustrates [skilled immigrants] so very much. Even if they can speak the language and they’ve got the credentials, the application requires Canadian experience. How do you get it? And so what we’re suggesting is that we need to restructure this to incorporate a Canadian equivalency so that there is a way of actually taking the person’s foreign experience work experience, translating it into a Canadian equivalency so that they can come to an employer and if they
don’t have Canadian experience, they at least have a Canadian equivalency experience that the employer can rely on. And that at least hopefully will give people a head start and at least the first step into the door.

Some participants made remarks that foreign experience with companies competing on the global stage is still rejected or devalued by many employers. Philip Kelly of CERIS and York University tells a story about a student who worked as a design engineer for a Volkswagen facility in China.

[H]e was doing sophisticated work, at the top end of the auto industry, and yet … the employers didn’t recognize that as being relevant experience. He was trained and had experience in his own country, and he was with a global firm and all the global standards that that implies, and that wasn’t given recognition either.

Paul Ferreira, former MPP, notes,

[T]here’s a great irony that, particularly in the IT field, very well trained and skilled IT professionals come to Canada and in numerous cases their experience isn’t accepted, yet we have large Canadian firms that are outsourcing IT contract work to those very same countries that are exporting some of their best and brightest minds to Canada. So they come to Canada, [and] we tell them ‘well your experience isn’t up to par, I’m sorry we can’t offer you employment’. Yet, we then turn around and ship the job, the contract, the responsibility, to their home country where professionals with the exact same education and perhaps experience are doing the work on the ground. [That] doesn’t make a lot of sense to me.
Adds a representative of a professional organization, “we need to lose this Canadian experience, we need to talk about international experience, we need to be globalized”. One bureaucrat in York Region argues that there is more work to be done in convincing small and medium-sized businesses of the value in hiring immigrants.

*I think the major challenge is to spread the message to small and medium business employer[s]. I mean, IBM, Royal Bank, they understand this is the reality [of immigrants being the source of new labour to fill labour market needs], they change[d] their hiring policies years ago to make sure they hire good people from different ethno-racial communities. The small, medium [sized] businesses, they are a little bit late … I think this is the time that we need to tickle, we need to poke small, medium [sized] businesses. I’m not saying that they are ignoring the change, I think it’s the lack of capacity for them to change.*

A skilled immigrant mentee who completed a mentoring program administered under TRIEC concludes,

*When I came, [you come with] your degree and your qualification and your status in your hand, but you’re never given a chance to prove yourself.*

5.3.4 Cultural Elements

Cultural norms were identified as a barrier. Participants by and large referred to the term ‘workplace culture’, which they described as encompassing such soft skills as interacting with supervisors and co-workers, interview skills, and an understanding workplace-specific standards and norms. For instance, Philip Kelly states,

*learned dispositions and practices in the workplace that are learned in one place and now applied [and] enacted in a new place [are] evaluated quite differently.*
He provides an example of how this takes place with respect to upward mobility in the workplace, where an employee is told by another co-worker prior to her internal promotion hearing:

_Make sure you brag, your level of bragging just isn’t good enough, you’ve got to understand that in this culture you make people know what your abilities are and what the work you’re doing is and what your true worth is. Even if you feel like you’re being extravagant and being too boastful, understand that in this context that this is going to be just fine._

Contends Kelly,

_There is that sense of how you play it and how you seek recognition and you render yourself promotable. Basically, how do you play the part, act the part of somebody who is on their way up. I think that is a subtle culturally coded process and I think that inhibits people quite frequently. And that’s beyond the tangible issues of skill for the job, it’s beyond issues of language competence, it’s more subtle than that._

A bureaucrat notes that different employment structures in different countries sometimes pose a problem for incoming skilled immigrants when learning how to interact with superiors in the workplace. S/he explains,

_Apparently, if I was born or raised in Poland or India this [labour market] is actually very flat. They are much more hierarchical in their workplace than we are here in Canada. So when somebody comes from India, they’re an engineer and they come and try to fit into the [workplace], we have some really interesting workplace culture things here that would be quite difficult for somebody to negotiate. If I run into the city manager, the top bureaucrat in the city … I call her [by her first
name and not by her last name] … I suspect in India that would be absolutely not done. And so there’s a need I think, on the supply side, the immigrants coming in, there’s a need, and the service delivery agencies on the social side of things are doing… deliver workshops and courses on how… what is the Canadian business culture and what does it look like and that kind of cultural intelligence from that side.

Add a skilled immigrant,

You come here and you see that the relation is completely different between the boss or the manager and the employees. Or the employer and the employee. It’s a little bit more, more easy going relations

Another skilled immigrant agreed, noting that in his country of origin,

You’re not supposed to [call your boss by their first name] because it’s taken as a disrespect. But here we treat everybody as equal. When I was doing my internship, I realized that if somebody is on a lower level, we don’t call them subordinate. But in India, we do that … Here, things are the other way. Each and everybody treats each other as equals.

Furthermore, when describing workplace culture, a local service provider explains,

Communication is not only speaking English, it’s writing, it’s the messages, the body language plays a big, big role … Etiquette, body language, dress code, coming from different cultures, cultural barrier. The way people communicate with men is different here than back home … For example, in China, the eye contact is not well accepted there. This is one area that we have to work with the body language, and asking questions. So the Indians, people are highly, highly educated. The first thing they do is, they don’t think about building relationships, or soft skills, we have to work a lot in soft skills, because before they met you they say ‘hello, here is my recommendation, I have an MBA or what not’. And Latin America, especially when they go to interviews, they are
having some trouble with the space because [they] are more open, [they] hug and kiss, and here the space is very important.

A service provider in Durham Region notes that the immigrant’s lack of understanding of workplace and job searching cultural norms can be difficult for employers to recognize. S/he states,

[There is an] uncertainty of how business is conducted in Canada and in Ontario. Very simple, like how would you conduct yourself in an interview? [In] some cultures, it’s rude to look someone in the face and establish direct eye contact.

In addition to adapting to workplace culture, participants brought up the perception that employers do not understand the cultural diversity of skilled immigrants. An employer in Peel Region says,

It is a combination of the lack of diversity awareness amongst employers that result[s] in them being reluctant to hire newcomers and … it’s kind of the fear of the unknown. Not being familiar with kind[s] of religious customs and practices, cultural, related type of characteristics, that from an employers perspective may have an impact on that person as an employee in their company. Related to that is also from the newcomer’s perspective, their unfamiliarity with kind of Canadian workplace culture. That’s preventing them from kind of effectively integrating themselves within that workplace.

Despite the perception that a lack of understanding of workplace culture is a key barrier for immigrants, one representative of an advocacy organization in the City of Toronto questions what one means by the term workplace culture.

I get really [angry] when I hear that. And then when people start talking
about cultural competencies, my question is well what exactly do you mean by that? … are you talking about well we want you to acquire European cultural norms, is that what you mean? Because that’s what I suspect is happening.

This representative questions what it is meant by “Canadian” and states that this term is contested and debated. S/he argues,

There’s different understandings, different interpretations [as to what is] truly Canadian [and] that we are open to everything, we are flexible around this … Well why don’t we have the same kind of case in workplace culture? Are we assuming that an adult who is coming in a workplace is so stupid that [they would] go ahead and do something that is completely unacceptable? … [Not fully understanding workplace culture] can happen to anyone, not just because someone’s an immigrant … it’s a learning process for anyone who comes into a new environment.

A Skills without Borders survey conducted by the Brampton Board of Trade revealed that “employers said that there is a lack of understand[ing] by many immigrants about expectations and business practices in the Canadian workplace. They believe there is reverse onus on the immigrant population to better understand “Canadian culture” (Skills without Borders 2007).

A bureaucrat in Halton Region notes the need to highlight positive stories in order to successfully educate and engage employers in the issue.

What I find with employers specifically, is that they don’t know. And they need positive education, positive awareness. We can’t guilt them into hiring new immigrants, I mean that’s not going to work, they need success stories … they need to hear success stories of other employers
who’ve hired new immigrants [so] they say ‘Really? based on that, well then okay, we’ll do it too’.

Additionally, a service provider in the City of Toronto notes that there needs to be more educational initiatives to help address the barrier of a lack of understanding of cultural norms and differences between the employer and skilled immigrants.

[There is a need for] educating employers and newcomers about cultural differences. Toronto especially, it’s a very multicultural society. Recognizing the diversity and how to work in a diverse environment, and both employers and newcomers can use that.

5.3.5 Language and Communication Skills

Stakeholders also identified language and communication skills as a key barrier. As a representative of a chamber of commerce explains,

When we speak of language barriers, it should be noted that there’s various components to it. One of them is the screening mechanisms. For instance the government has taken a very strategic approach with respect to its immigration policies, where it’s placed a hire emphasis on language skills in French or English. However, in terms of execution of that policy, it’s largely self-declaratory. So the testing is on a written basis, it’s not in conversational, if you look at it on a benchmark it’s maybe 5 or 6, where [regulatory bodies] need a level 8. So that needs to be sort of tightened up in a sense. Or conversely, that our training should reflect that and be somehow made available to overseas markets where the numbers are justified.

The second component of language and communication skills, as identified by numerous stakeholders, is workplace or occupational-specific language and terminology. Michael Bloom of the Conference Board of Canada referenced this component, stating that,
As a phenomena, we’ve seen from the [19]60s onward …that the bulk of immigrants to Canada come from Asia. We’ve seen a natural shift from countries in which English is the well known language to countries where it is not. And that means that intelligent people, well educated people, [are] coming into Canada who may lack the language skills required to be successful in the workplace ... A lot of language assessment looks at whether you can function in the community but the level of language for community functioning is lower than for the workplace. The workplace requires people to have technical language and to use it accurately in real-time for health and safety reasons and for job performance reasons. That’s very different from being able to go and buy a loaf of bread or talk about the weather with a neighbour or even to talk about things like where to buy clothing and so on. Workplace learning, workplace language skills are really a challenge. And we have not invested a great deal in those compared to the level of need.

Participants stressed the need for more funding and support to establish and expand workplace-specific language programs. For instance, a representative of an advocacy organization in York Region states,

There are some programs that need to be adapted in some way to suit the needs of the changing demographics of the immigrants ... Programs for employment focus or occupation specific [are] more appropriate to the immigrants, instead of just basic language instruction.

5.3.6 Access to Networks

Although stakeholders did not identify lack of access to professional and social networks as a top barrier, they did discuss it extensively. Bureaucrats in Peel and York Region identified this as a key barrier, citing the importance of mentoring and internship programs in helping to break down this barrier. As a bureaucrat in York Region maintains, “I think the barriers ha[ve] to
do with lack of opportunities to network, to get connected to the professional world”. A skilled immigrant emphasized the importance of gaining access to networks, saying that when a skilled immigrant gets in touch with a professional

who is already established and who will be giving you or providing you [with] an opportunity at least to prove your ethic or your talent or your expertise, self-confidence grows and a platform is given for the immigrant to learn the necessary skills to prove their capabilities and gain contacts to enter particular professions or obtain positions that are more commensurate with their skills levels and expertise.

5.3.7 Systemic Discrimination

A number of participants also identified systemic discrimination as a significant barrier. The majority of stakeholders interviewed referenced systemic barriers in the sense of barriers related to institutions, namely their practices and policies. Nearly one in ten stakeholders interviewed, however, identified systemic discrimination as a top barrier or discussed it in detail. One bureaucrat in Peel Region contends,

The barriers [facing skilled immigrants in labour market integration] are mostly systemic and they have to do with the way we look at employee[s] and newcomers and they also have to do with changes in our labour market … Most immigrants come here to make a new life and for the future generations they come here for. The big difference in this generation is two things: one, the degree on the wall and two, the colour of the skin. … [W]e haven’t yet figured out how to put those two together … [O]n top of that, you have the potential of subtle racist attitudes … most of us have some of that in us … it is in the media, everything, we all absorb that attitude. It is not just racism, it is a subtler kind of prejudice [in how] we effectively sanction this attitude of seniority. Our whole history tells us that you have to earn your way up to the top. And the
idea that we are bringing in skilled immigrants to plug right into jobs now just doesn’t fit in, hasn’t hit the psyche yet. People are shocked when they are told that there are doctors driving cabs but they don’t really think through their own attitudes of them.

According to Philip Kelly of CERIS and York University,

*Discrimination and racialization are bad words to use because people don’t want to think of Canada as a society that has those kinds of issues.*

*But those issues are there, [people] sense the difference it makes, and they see it in their workplace.*

Amy Casipullai of OCASI believes that one solution to this problem is succession planning. She remarks, “there’s a tendency to hire new immigrants at the lower level but there’s nothing in place for promotion advancement”. Moreover, a service provider in the City of Toronto mentioned the subtlety in the ways that racism can manifest itself and that it may not always be intentional. She contends,

*Attitudinal barriers [are] sort of almost a parochial kind of attitude … I think there is absolutely an element of racism, but I think there’s a continuum so it’s like all-out racism to … not really an openness or … a sort of necessarily actively intentional desire to exclude, but [a] practice of exclusion which is … not … intentional.*

Furthermore, Casippullai notes that research by Teelucksingh and Galabuzi (2005) argues society must:

*First of all, need to recognize, acknowledge, talk about the fact that our labour market is racist. Until and unless we do that we’re not going to proceed any further because in order to deal with the problem we first have to name it. And so they are not talking about racism as the
individual practices but systemic structural racism ... [R]acism always takes new forms, so unless we acknowledge it and look at what’s happening, how it manifests itself in every decade, I don’t think we can ... address the barriers.

She also notes that,

Women are generally disadvantaged in the labour market in Canada. That shows up. Immigrant women are far more disadvantaged. So any intervention or any kind of initiative that we develop, if it doesn’t have a strong gender analysis, it’s really ignoring the reality of women. And so far, I haven’t seen a good gendered analysis from any level of government.

A representative of an advocacy organization in the City of Toronto questions the need for bridging programs amongst professional organizations.

A systemic barrier that came about [is] because of the systemic thinking that [professional organizations] had, which is fundamentally that they set up a whole range of structures to try to integrate the skilled workers into the workforce but they based it ... on an assumption of deficiency. So they assumed that these immigrants somehow need to be bridged, trained, retrained, cut to size to fit into something that they couldn’t really define.

It should be noted that the term “racism” was not referred to or used by many stakeholders with the exception of a few. As such, race or racism was largely treated as a factor and not as an experience. Instead, euphemisms such as ‘systemic discrimination’ or ‘exclusionary’ were used to refer to forms of perceived unfair treatment of skilled immigrants based on their ethnic background. Interestingly, when speaking about the difficulties they have faced with respect to credential recognition and obtaining effective labour market integration, skilled immigrants interviewed did not identify potential systemic discrimination or racism as a
factor but rather expressed their shock, disbelief and puzzled-ness at their situations (particularly when they had post-graduate degrees from well respected educational institutions in the United States and United Kingdom).

5.3.8 Immigration Process and Funding Mechanisms

Participants also discussed the immigration process and the role of the federal, provincial and municipal governments in facilitating and ensuring that there are stable conditions for effective skilled immigrant labour market integration. A number of stakeholders expressed concern that immigrant expectations about the labour market and life in general in Canada are not at par with the reality that they face upon arrival.

Skilled immigrants are accepted based on their credentials and expertise. As such, there is the assumption that immigrants will face few or no problems obtaining a position within their field that is of reasonable pay. For many, however, as illustrated by the numerous barriers discussed earlier on in this chapter, this is not the case. As John Tory (2006, 8) notes, “We have these unmet expectations, repeated thousands of times, fuelled in many cases by the fact that our immigration system awards higher points in the application process for exactly the same credentials that are then not recognized once the person in question actually arrives in Ontario”.

The assumption that only immigrants arriving in the independent economic stream are of value to the knowledge economy is fundamentally wrong, states Amy Casipullai of OCASI.

At one time, about ten years ago, 50% of all immigrants that came in were in the family class. Now that doesn’t mean they had no skills right? But then again, it’s highly problematic in how it’s perceived. That somehow, someone who is sponsored comes here with nothing and is completely dependent. Completely untrue.
Casipullai points to a recent Statistics Canada study that showed that family class immigrants reported the same if not higher satisfaction with their income earnings than skilled workers (evident in Figure 16). This prompts her to ask, “[w]ho determines what is success? Is it the immigrants themselves or do we have some kind of measure by which we decide[?]”.

Additionally, a number of immigrants feel that they have been deceived by the Canadian government. Contends one service provider in the City of Toronto,

*I don’t know if they’re lied to [immigrants], or if it’s just an exaggeration of the truth. They come here with expectations, which are unfortunately not the same as the reality here”. “It is frustrating, these people aren’t 20 years old, We have people well into their 50s. They were very, very established and left their countries for whatever reasons. And it’s really difficult [for them to realize and say to themselves] ‘I’ve got all this experience, all this education, and I’m less than a junior person’.

**Figure 16: Immigrants’ satisfaction with financial situation, by immigration category, 2001**

Source: Statistics Canada 2005, 84
Amy Casipullai of OCASI adds,

*I can understand why people in the skilled workforce are expressing extreme frustration ... [because] they come with these very large expectations, and I wouldn’t say they are false expectations because the Canadian government is complicit in creating that ... [by] running these ads ‘Come to Canada. We need you’. And then when those people arrive here, the experience is different ... This group is far more articulate, louder than any other group of immigrants ever in our history. In the past, the perception is you’re lucky to come to Canada, just be grateful for what you get here. Well the skilled workers that are coming now are not going to put up with that kind of BS.*

The awareness among prospective immigrants about the difficulty in obtaining adequate employment in their field in Canada is giving them second thoughts about immigrating to Canada. The CTV investigative program W-Five sought to examine “why so many skilled immigrants are sorry they ever considered Canada” “and how our international image is taking a beating” (Trotter 2005). The program reported that “in countries like China, our reputation as a nation that welcomes immigrants is at stake. There are millions of highly educated, highly skilled workers here, and they are being wooed by many countries including the United Kingdom, New Zealand, Australia, and Germany” (Trotter 2005). It continued by stating that “the bad news is spreading fast, via the internet by highly technical immigrants who are plugged into the global marketplace”, noting the existence of an online article out of New Delhi, India that states that “far from being the el dorado of repute, for many immigrants, Canada has emerged as a land of unmitigated disaster. From rampant discrimination to hidden booby traps, Indians have been forced into an economic quagmire, having to settle for a dead-end job” (Trotter 2005). The program also brought to light the website www.notcanada.com, which states the top eight reasons
not to immigrate to Canada. Although some of the reasons – such as cold climate or lack of culture – may be considered untrue and exaggerative – the number one reason is “No Jobs”. The website’s discussion forum reveals many worrisome and common stories of disappointment with life in Canada and the barriers that face many skilled immigrants in labour market integration (notcanada.com 2008). The site blasts “Canada as a land of shattered dreams, where careers, finances and lives are destroyed”. Its existence and the comments posted by many disillusioned skilled immigrants “is really a slap in the face to our reputation as a country that welcomes immigrants” (Trotter 2005). States one service provider in the City of Toronto,

[ Hearing stories about the barriers facing immigrants] gives you a real good insight into what these people are dealing with. And it makes you really, really think ‘my gosh, what’s wrong with us as Canadians, why can’t we just get on the ball here?’.

With this situation, the program reported that “rather than the land of opportunity, Canada has become a land of broken promises”. The result, the program argued, is that you “just [have to] look around and you’ll find foreign trained doctors, architects, engineers and teachers who are driving taxi cabs, delivering pizza and washing floors. A growing group of professionals who are going backward not forward in their careers. Feeling bitter and betrayed that the talent they brought here is going to waste” (Trotter 2005). Many participants agreed that a worrisome trend has arisen. Argues Frank Klees, MPP,

I think there are false expectations that are created by virtue of our immigration system by virtue of the points system the way it’s awarded. I think that there are far too many people that go through the application process to come to this country they receive false signals that their credentials will be recognized [because] they are granted
fairly significant gradings as a result of those and so that has to be fixed.

Adds Jean Augustine, Ontario Fairness Commissioner,

[How can you be a productive member of Canadian society if you’re not able to use the skills the education the talent that you bring with you?]

Lastly, a representative of a major professional organization suggests that government policy and immigration strategies are not being communicated effectively and properly to prospective immigrants.

There’s a mismatch between the federal and provincial governments basically, in terms of their requirements … You have a federal government who needs to discuss labour demand with the provincial government, but there’s also an issue with the federal government in terms of their overall immigration policy. The policy is based on an innovation strategy. My understanding of the government’s innovation strategy is that the points that they award are not any longer specifically for a profession, eg. engineers … The federal government is now on an innovation strategy, which is based on the idea that they want highly skilled immigrants that would be adaptable to any future high skill requirements and the mismatch there occurs is that the immigrant, because they have an engineering degree for example, scores very well in terms of the points for immigration purposes. So the immigrant is still under the impression that they’re being brought to Canada to enter engineering jobs, but the federal government is not specifically bringing them in for engineering jobs. They’re bringing them in because they are highly educated immigrants who can adapt to whatever future labour market demands there are in Canada. And that creates a lot of problems … [because an immigrant finds] that there aren’t jobs in their field, and
they’re expecting jobs in their field. That creates a lot of frustration for the immigrant, as well as the regulator. We can’t license them because they can’t obtain the experience to be licensed. They’re bringing in skills they presumed would be used … in Canada, without any future retraining, yet the federal government’s policy is based on their adaptability. So that creates a massive problem for everyone.

Many participants, therefore, suggested that improvements need to be made to communicate an appropriate set of expectations to prospective immigrant applicants to Canada. Argues one mentor of a skilled immigrant: “It should be made clear to them what kind of things they might have to go through and what kind of difficulties they might face”. Adds a representative of a major professional organization: “New immigrants should come here with their eyes open” and “should be told in their home country what is required to practice here”.

For Omar Alghabra, Liberal Member of Parliament and official opposition critic for citizenship and immigration,

*It starts off by informing the new immigrant of what the expectations are, and what even the challenges are, so we need to have the potential and new immigrant be informed on what they need to do and what steps they need to take, what kind of support mechanisms are there for them, how to be effectively be integrated.*

States a representative of a large employer in the City of Toronto,

*I think that immigration policies need to be much more transparent and people need to be told the blunt truth that ‘look, [even with your experience], … don’t expect to come to Canada and find an equivalent position’. I think we need to be much more realistic because [a lot of immigrants are told that life is so rosy here in Canada, but it ends up
being a big lie. It's not a lie, but it is we need to set expectations more realistically.

In the W-Five investigative report, Mike Cole, then Minister of the Ontario Ministry of Citizenship and Immigration, stated “the immigration system in Canada is broken. There’s no relationship between the so called points system or how you get to enter Canada and your ability to practice your profession or reach your potential. They just don’t coincide”. He pointed to the federal points system, which “gives priority to people with academic credentials regardless of whether there is work for them” (Trotter 2005). Therefore, many stakeholders are urging for changes to how immigrants apply and to the immigration process itself. For instance, Frank Klees, Ontario MPP, believes,

Ontario needs to have a say, just as Quebec does, in terms of who comes to this province and how immigrants are approved. At the end of the day, it’s our province, it’s our taxpayers who will either benefit from immigration or will pay the price if it’s not managed properly and so it’s our municipality and our business development organizations within municipalities who can best tell the provincial government what trades are needed, what kind of immigrant qualifications are needed to fulfill the job market demands and what infrastructure is available to support the immigration population … The process is where the problem is. It’s far too cumbersome far too burdensome far too bureaucratic and it needs an overhaul … I mean it’s unconscionable the amount of time that it takes to process these applications … [so] we propose to move a lot of that training into the country of origin.

Other stakeholders voiced the need for improvement in information dissemination, to efficiently direct immigrants to appropriate services and to better educate them about specific labour market realities and professional requirements. A service provider in the City of Toronto noted that many
immigrants can receive conflicting information and get lost in the overflow of information dissemination. A mentee echoed these words.

[In countries of origin, an immigrant does] not have access to a labour market website or a labour market information centre where you can already know what … according to your expertise or your training this is all what level you could stand and this is what your salary base is … Nothing like this is available, but in Canada, yes this is available [through www.labourmarketinformation.ca] and more than fifty percent of the people don’t even know that. So there should be somebody [telling you about this website].

5.3.9 416/905 Funding Gap

Several participants mentioned that there is a funding gap between the ‘905’ region of Durham, Peel, York and Halton regions and the City of Toronto or ‘416 area’. This gap was brought up by a number of participants from the Peel and York and Durham regions. A representative of an advocacy organization in York Region remarks, “as a whole, the 905 region is comparatively under funded”. Adds a bureaucrat in York Region,

There is a major gap between what we receive on a per capita basis and together with the rest of the province … The funding is not allocated with consideration of the population change, both of the growth and also the changing profile. So that causes major systemic barriers to … agencies to provide [effective] services.

As stated by Roger Anderson, Regional Chair for Durham Region, the “funding shortage between 416 and 905 is absolutely atrocious”.

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5.3.10 Over-saturation?

Some participants highlighted the perception that there is an over saturation of particular professions due to the high concentration and numbers of immigrants settling in the GTA. Remarks a representative of a major professional organization,

*It’s been suggested, I’m not sure if it’s been proven, that there’s sort of an oversupply of engineers compared to job availability … if you discuss with the federal government, the provincial government, they’ll say that we need more engineers.*

S/he contends, however, that this demand for engineers is dependent on two factors: location of need for engineers and the specific discipline of engineer. As such, for instance, one part of the country may have a large demand for a particular discipline of engineers, such as aerospace engineering, while another part of the country may require a supply of engineers from a vastly different discipline, such as civil engineering. This mismatch between supply and demand can present a barrier. A service provider agrees with this respondent, noting that,

*The idea is, you’re getting so many engineers, you don’t have the positions, they’ll never integrate. So you’ve already set them up for failure. If you already know this, that this is the kind of capacity we have, this is the number of immigrants we need, they should be redirecting people appropriately.*

The possibility of over-saturation of immigrants with an engineering background is even more likely as engineering was revealed by Statistics Canada as being the most popular field of study amongst immigrants. It was found that “an estimated 25% of those who arrived between 2001 and 2006 with a university degree had graduated in Engineering” in contrast to only 6% of Canadian-born degree holders (Statistics Canada 2008b, 17). In addition, from 1994-2000, 73%
of all immigrants arriving in Ontario were engineers or engineering technicians, a trend replicated in other provinces (Jimenez 2004).

5.4 Three Most Important Things to Achieve Effective Labour Market Integration

Discussions with mentees as to what are the three most important things to achieve effective labour market integration of skilled immigrants focused on cultural elements, such as the importance of networks, confidence, workplace-specific language and job search programs as well as finding ways to obtain Canadian work experience. Mentors, however, discussed the importance of conveying proper expectations to prospective immigrants about the labour market realities as well as the importance of immigrants being willing and understanding that they may require bridging or time to obtain a position commensurate in pay and stature to the one they had in their country of origin.

5.5 Response from Professional Organizations to the Accusation of Gatekeeping

As a result of the accusation by some scholars that professional organizations actively exclude skilled immigrants from practicing in particular professions or obtaining professional designations, all professional organizations interviewed were asked the following question: Some contend that professional organizations act as “gatekeepers” to skilled immigrants gaining meaningful employment in the Toronto Region labour market. For instance, Harald Bauder suggests that “regulatory institutions actively exclude immigrants from the upper segments of the labour market” and that professional organizations and employers, in particular, “give preference to Canadian-born and educated workers and deny immigrants access to the most highly desired occupations”. How does your organization respond to these types of allegations?
Many representatives of professional organizations stressed that they are keen on maintaining transparent, free, and fair registration practices while maintaining the public trust.

States a representative of a major professional organization,

*I think that we’ve tried to outline what our process is so that it’s understood that this is the process that we use for all applicants and that requirements are the same for all. And through the interventions that we have for internationally educated [applicants] and the information we’re making available, we’re trying to mitigate those circumstances in which there are delays or it’s more difficult by giving them extra assistance that would help them to overcome some of the challenges.*

Adds a representative of another major professional organization,

*I think based on [that] the majority now of our licensees are foreign trained, there’s about sixty per cent foreign trained, I think that reflects that our processes are fairer and open to all applicants. In terms of their progress in positions within their career, I think that’s up to each individual after they become licensed … [W]hether they move up or not, probably has more to do with management skills and understanding the business environment in Canada … we don’t act as gatekeepers. It’s not our role to act as gatekeepers. Our role is to license everyone who is qualified. We don’t restrict the supply of Canadian or foreign trained, we have to license everybody who does apply, who is qualified [and beyond that, it] comes back to your actual career experience and business backgrounds.*

5.6 Is TRIEC Effective?

When asked if TRIEC has been effective, almost two-thirds of respondents said yes. This was reflected in many of their comments across all stakeholder groups. Many participants, however, urged caution because the TRIEC model and organization is quite new and needs time
to evolve. Moreover, as mentioned earlier, a number of participants associated mentoring programs with TRIEC and as such spoke of their experience with these programs when speaking to the effectiveness of TRIEC.

### 5.6.1 TRIEC’s Broad-stakeholder Approach

A number of participants spoke to the success of TRIEC’s broad-stakeholder approach as a reason for its perceived effectiveness and innovative structure. They also pointed out that has brought the issue of skilled immigrant labour market integration to the forefront of many people’s minds. Explains a bureaucrat in Halton Region,

> I think they’ve been effective in bringing people together who want to work on or want to move, want to address this issue … I think they’ve been successful at education and awareness.

Adds a representative of a community organization outside of the GTA that engages in information sharing with TRIEC,

> TRIEC has been at the forefront of championing the issue in the GTA and bringing together diverse stakeholders including businesses, educational institutions, community organizations and all three levels of government to find solutions that lead to the employment and integration of skilled immigrants.

This broad-stakeholder approach can have positive consequences. Remarks a representative of a chamber of commerce,

> An organization like [TRIEC] serves a multitude of functions. One is that they can identify the successes, they have a number of players at the table, they can highlight those best practices for replication. Being able to say, ‘yes mentorships work, internships work’.
States a bureaucrat, “I think that one of the things that TRIEC has been very successful at doing, is that shared agenda and public awareness”. Maintains a service provider, in order to come up with a systemic solution that is truly effective,

>You need the government to recognize the need, you need the business community, you need the educational institutions, you need the community agencies. And TRIEC has been very successful in bringing all those parties together.

**5.6.2 TRIEC’s Success in Engaging Employers**

Other participants highlighted the success that TRIEC has had in recruiting employers.

Notes a service provider in the City of Toronto,

>They’ve brought so many employers onboard, the mentoring is a concept that’s grown quite a bit and there’s so many more companies have come on board, also these companies are more receptive now [as] ... there’s no pressure, you don’t have to hire them.

Through its broad-stakeholder approach, TRIEC filled a void that existed in the immigrant employment sector. States a bureaucrat:

>I think TRIEC emerged in some ways, as a coordinating, a strategic coordinating body, partly because there wasn’t one body .... I think that there was a bit of a gap in there, and I think that TRIEC rose to [the challenge].

Government-oriented organizations are supportive of TRIEC’s work as well. A representative of the Federation of Canadian Municipalities referred to TRIEC as a “widely recognized successful model” and expressed the organization’s support for it and its collaborative
approach. Also, a Government of Ontario bureaucrat states that TRIEC “is doing wonderful work” and “is doing a lot to improve access to employment”. Argues a bureaucrat in Peel Region,

*The most effective mechanism across the GTA is TRIEC … they are up to the point of critical transition now. More and more, … [there are] people who want to replicate this model in other parts of the country … The secret to TRIEC’s success has been their effectiveness at engaging business leaders and not everybody has a David Pecault [a civic leader in Toronto]. Right? That’s the biggest challenge, how are we going to build that network and how are we going continue to engage business? … [TRIEC] has successfully engaged business as a key leader in this whole thing and … the biggest challenge … [we] face is to build on that.

Addrs Mario Calla of COSTI:

*A whole bunch of things aligned that made it possible … [TRIEC has] been effective because you’ve got it’s broadly based cross sectioned people bought in. They could see how this relates to them. To the economy, to the future of this city, to the quality of life of Canadians.*

### 5.6.3 TRIEC’s Structure

Other participants noted the benefits of the structure of TRIEC. Maintains a representative of an advocacy organization in the City of Toronto,

*The process is very transparent and inclusive in a way, that they focus on action … It’s not like sometimes … when governments provide funding, a lot of times there are strings attached, they are very restrictive in a way. I think TRIEC …is able to get different stakeholders coming to the table and work towards different solutions … The TRIEC model … it’s driven by the community … Those kind of models will always work, they may not be perfect kind of models, but it will always*
work in a way that helps to come up with some solutions and actions to help solve or address the issue.

5.6.4 Mentee Benefits

When interviewing mentees, it was clear that both mentees and mentors received benefits from participating in the mentoring partnership. For mentees, benefits included gaining access to social and professional networks, building confidence and learning from a seasoned professional about labour market standards and norms. States one mentee,

You need a platform where you can prove yourself and show the other person that you’re worth something … [and] the mentoring program provides you that platform. It helps you to get in touch [with] … [a] person who’s already established … [The mentor] … gave me the confidence that I lacked. Because [over the] last three years you [encounter] those failures where you keep losing your hope, your confidence every day.

Adds a mentee,

Once you get in touch with the person who is already established and is in your own field, then you can … look up to him and he can tell you these are the points where you lack. Even if you have a very good resume it’s not necessarily that the company would call you. So he tells you the points where you really need to work … [and] that’s what helped.

Remarks another mentee:

For [me], … the most beneficial thing was … that the mentor exchanged information with me in terms of the cultural understanding the work environment, assessing the job opportunities the [work] culture … and it [helped] me a lot when I started my first job.
For one mentee, the mentoring program assisted him in understanding subtle cultural norms.

*You need a kind of polish to run to move yourself in the Canadian culture [as corporations] expect you to behave in a particular manner and you need to learn it from somebody who’s already aware or rather moving in the same kind of society. So the mentor helps you to learn or to know what kind of things you need to know before going and entering into the level.*

Some mentees reported that they had a better understanding of labour market realities and patterns in Canada.

*Without attending a TRIEC program, I would never ever know about anything about the Canadian labour market and the credentials and the equivalence boards … Never had the knowledge about it due to the fact because basically nobody told me anything. I just applied, I’m approved with my case due based on the experience and background of education that I have and I walked in actually based on that.*

Adds a representative of a major professional organization, we need to “prepare people for a lifetime of success in the Canadian workplace [and] that’s where TRIEC is making some inroads”.

Mentees stressed that job skills programs such as COSTI’s Centre for Internationally Trained Professionals and Trades People combined with the mentoring program offers ideal assistance and support to skilled immigrants to help facilitate their effective labour market integration in their intended profession. Mario Calla, executive director of COSTI, says the intensive program offers a systemic approach by incorporating a variety of strategies relating to such topics as job searching, self marketing, goal setting, workplace culture and enhanced
(workplace-specific) language training. The program has three locations in the Greater Toronto Area (two in the City of Toronto, one in Brampton) and has approximately twenty graduates per year. When speaking to mentees, it was apparent that the combination of enhanced and intensive job skills and readiness programs and the mentoring partnership can be extremely positive and effective. Contends one mentee,

*I think the COSTI program and the mentoring program [are] ... related in a way. I mean without the COSTI program, the mentoring program wouldn’t have the benefits...and without the mentoring program, the COSTI program wouldn’t have the perfect ending.*

5.6.5 Mentor Benefits

When speaking with mentors, it was clear that they received benefits to participating in the mentoring partnership and TRIEC initiatives as well. One mentor reported his satisfaction with “giving…back to society, making new friends and learning about others”. Other than the emotional benefits, some mentors also reported professional development benefits. States one mentor,

*It gave me an opportunity to use coaching skills. As a senior communicator, I feel I have a lot to share, but I don’t particularly like managing people, so I don’t do it as a direct supervisor. But strengthening coaching skills helps in other parts of my work, such as presenting concepts and getting participation in projects.*

5.6.6 Too Early to Tell if TRIEC is Effective

Although some participants believed that TRIEC was effective but still too young to show its complete effectiveness, a number of participants said that the organization would have to grow and mature before it could be seen as a truly effective model. Argues a bureaucrat in York Region,
Timing wise, we need to see some systemic organized evaluation project in place so that we can make a judgment. I think for sure at this point they have accomplished of bringing the issue to the attention to a very broad community. That is for sure a success. The awareness level of different sectors, segments of the community, I think is much higher. I’m so glad people [are] not questioning why we have to be inclusive, why we need to hire, how. They also have a number of programs that gear towards supporting hiring changes, organizational changes. I think that has to be measured of the exact outcomes, the Mentoring program is a very creative program and the scale is now very extensive … But again, what exactly are the outcomes? What changes have they made? I think that is something to be measured in a more scientific manner and we can pick up.

Despite its successes, some participants warned that it would be wise if there were more than one TRIEC-like body in the GTA. Michael Bloom of the Conference Board of Canada says,

*I would hope that that … other groups emerge too. I don’t think everything should be under one umbrella … I like to see a variety of services. But I would be happy to see TRIEC grow and prosper to carry on with the work … [T]he reason why I think there needs to be many organizations is because I don’t see that any one organization, no matter how well intentioned or well organized, can reach all the employers. There’s just too many complexities around the chain of communication. So the more the merrier, but I wish TRIEC well, I think it’s well worth the investment.*

5.7 Ways That TRIEC Could Be More Effective

Despite the overwhelming support for TRIEC and the belief that the model is effective, a number of participants voiced ways that the organization could become more effective. Although
many participants suggested that these improvements would come as the organization grows and matures, there were a number of structural and strategic suggestions for improvement that were made.

5.7.1 More Recruitment

Many participants spoke of the need for TRIEC to expand its base of partner organizations as well as employers who are participating in its initiatives (such as the Mentoring Partnership). States Philip Kelly of York University and CERIS,

*I think one of the things they do that is quite valuable is ... advertising, hireimmigrants.ca ... I think that that kind of attitudinal change is quite important and says to employers that this is acceptable, that this is something that big employers are doing successfully, and you can do it successfully too. The other issue, [however], is that the RBC, TD, Manulife, are huge organizations with their own HR departments, and so they can do a lot more [whereas] ... [a]n employer from a small or medium enterprise who doesn’t have the big personal HR apparatus is much less able to do that.*

Participants stated that TRIEC has done a good job of engaging business leaders but could still attract more employers to become involved. A representative of a professional organization says,

*I think TRIEC itself has worked well, the whole principle, because you have someone like Dominic D'Alessandro [President and CEO of Manulife Financial and Chair of TRIEC] who’s really well respected in the business community... so that pulls a lot of the other business people into it. Now I think, the firms that are in it, would be in it anyway, but just Dominic greases the wheels, cause they go ‘oh, well we know this guy’s sharp, if he’s the chair of it, then it’s a no brainer that we should be doing this’. Hence, all the main banks are there, all the accountancy*
firms, anyone that you usually see sponsor … are there. Now in terms of getting other companies involved in that … I’m not sure if that’s been as successful … if TRIEC has more … people meeting with more employers and pushing the message and finding what employers need and how they can actually work with the program, then you’ll get more of this going on.

This professional organization representative, however, cautions at the slow pace that employer recruitment appears to be occurring.

[Their new corporate and stakeholder recruitment and relations staff positions are] a good idea, because their website went up, and I’ve seen it for a few years now, and it’s got all these corporate partners, and I don’t really see any new one’s going up … Where are all the trading firms, like all the investment stock market stuff, why aren’t they listed? Where are all the manufacturing firms, what about the resources, they’ll need finance staff as well … I think [recruitment] needs to be more aggressive… I don’t see as much as it should be … because I’ve been with recruitment firms where they’re briefing people about the financial changes that are coming and the companies are like sitting there ‘oh my God, how are we going to handle this, we need the staff’. And they have no connect with the fact that there's foreign trained staff, and TRIEC can provide you with resources to help integrate these people into your workforce and so on.

This participant also suggested that advertisements recruiting employers to participate in the mentoring partnership should be modified to have a more strategic purpose.

The ads are good, because they’re very noticeable … but there’s again, the lack of connect, it’s the same thing, the macro lack of connect with the micro what do I do now kind of thing … those ads should just lead into
‘we place foreign trained skilled professionals in positions, if your company is short staffed you should call TRIEC now! Or something like that, there should be some connect like that.

Mentees agreed with the need for an aggressive advertisement of TRIEC’s programs, both to skilled immigrants and employers.

More people should be reached. More brochures or … anything like that where it can be reached as many as people they can … I came to know about [the mentoring program] after three years of living in Canada. And it wasn’t that I am not educated enough or belong to the group where I don’t want to get into my own field. I was struggling and like me so many people are struggling.

This publicity, however, must draw in more employers who wish to contribute mentors. Warns another mentee, you have to find more mentors otherwise more mentees will just mess up the system”. Adds another mentee, “there’ll be 10 mentees in line [and] they won’t have mentors. Nonetheless, a fair number of participants agreed that TRIEC is still quite young (only two years old) and has time to grow to further prove if it is effective. States one service provider in the City of Toronto,

I think in terms of being more effective, I mean it is still … very young and it’s an evolutionary process and it takes time and so I think all the right things are in place.

One employer in Peel Region not involved in TRIEC initiatives spoke of the need for more face-to-face communication with employers and effective communication strategies about TRIEC structure and initiatives. Maintains that participant,
I think having someone come in to say ‘you know what, we’d like to sit down, we’d like to meet with you, share a bit more about our organization and what we do’ and start developing that relationship face to face, I think could be of greater value. So I think they’ve done a great job in getting their name out there and making employers aware that they exist … it’s just a matter of them broadening their web to other employers as well.

5.7.2 Importance of Maintaining a Local Focus

One bureaucrat in Halton Region suggested that the TRIEC structure be broken up to allow for the creation of localized TRIEC’s in different parts of the GTA. They maintain,

It would be nice to have something that has a Halton focus, that has a Peel focus, that still [is] TRIEC … Local focus would be great … It’d be nice to have a version of TRIEC in those regional areas because you have a lot in common, so for example … [Hamilton], Niagara, London should have its own version and then Durham … and then Kingston should have their version.

It was suggested that this structure would work by “pulling together” these localized TRIEC bodies through a centralized position such as “an executive director of a not for profit.

Some stakeholders pointed out the different labour market and social realities of Halton and Durham Regions. It was agreed that the percent of immigrants settling in these areas is low in comparison to the City of Toronto and York and Peel Regions and therefore makes it more difficult for the issue of the lack of skilled immigrant labour market integration to be identified as a priority. There is an understanding in these regions, however, that given predicted and growing labour market shortages as well as increasing levels of immigration to the suburban areas of the Greater Toronto Area, Halton and Durham Regions are putting the services and infrastructure in place to accommodate the needs of what will be a rapidly growing immigrant population. These
regions are also slowly engaging employers to become involved in the issue so that when a crisis occurs, they will be prepared and ready to address it. Explains one service provider in Durham region,

*I think it’s … more of getting diversity and multiculturalism issues more on the agenda … [and] to have policy, regional policy on diversity and [asking] what does that mean in Durham Region? We’re not in, I understand, a different situation than York was say five or six years ago. It was not on the radar, this issue, [for them either] … So I think that’s possible to do in Durham, it’s just … we’re in the very beginning stages.*

When conducting interviews with stakeholders across the GTA, I observed and had confirmed that the involvement of civic leaders, employers and organizations in TRIEC is much lower in the Durham and Halton Regions than it is in York and Peel and the City of Toronto. This, in part, states one bureaucrat in York Region, can be accounted for by the fact that these regions have much less infrastructure in place to accommodate immigrants and a shorter history and pattern of mass immigration.

*I think [that] TRIEC is successful because it hits you right away. You cannot resist not to be part of TRIEC and understand the vision and the work. But I think we also need to have a stronger foundation that for [the] community to embrace diversity and to have every component of the human services public services and private services be inclusive … [So,] in the rest of the 905 area, we don’t have that foundation as strong as Toronto, so I think, building, in other cities, if they are not as strong as like Toronto in respecting multiculturalism, making immigrants feeling like they are home, then they also need to embark on groundwork, foundation work, which is something [we are] working on.*
One participant notes, however, that TRIEC has responded to this challenge. Remarks Mario Calla of COSTI,

It’s a question of [TRIEC’s] visibility, right, and like everything’s local … Local is responding to local needs … so with TRIEC, it’s local in as much as it’s GTA but even there, there are differences. You know the 905 is screaming that they’re not getting their fair share. So what TRIEC has done [to respond to this reality] is hired recruitment managers, mentor [and employer] recruitment managers that are locally based. So we now have one TRIEC employee that works out of Markham in York Region, one that is out of Peel.

Sheldon Leiba of the Brampton Board of Trade warns that increased involvement in TRIEC in Durham and Halton and other regions is contingent on civic and business leaders stepping up and becoming more involved.

Without twelve leaders in Peel, this issue would have never been addressed, work would have never been started … Not that it is not an issue in Durham, not that it isn’t acknowledged, in Halton and less involved areas of GTA, it is just that leaders, community and business leaders need to step up … [We] need people who are passionate about the issue have the drive … the issue is perhaps less on the radar screen in Durham, Halton, demographics may be different, but ultimately it is up to leaders to get involved in the issue and to start up initiatives.

5.7.3 Improve Mentor/Mentee Matchup

One improvement that was suggested by service providers providing TRIEC Mentoring Partnership services as well as mentors was improving the process of matching up mentees and mentors. Explains a service provider in the City of Toronto, previously,
I don’t know if it was because they got in at the beginning their process was very smooth, and because they were also job coaches and they were very close to the mentees, [they] were able to do matches very easily. I mean, not that it didn’t take a lot of effort on their part. But on my side it looked like they knew exactly what they were doing. They would speak to you as a mentee and they would get a real feel for you, they would work with you, they would ensure you had your language skills up to date, and up to a level that was acceptable … They also had great contact with the mentor. So, if I were a mentor they would call me up and say look … I have a potential mentee for you, I’d like you to look at their resume. Because this is how they’re supposed to match the mentees and the mentors, by education, by profession and by personality. So they’ve already developed a rapport with the mentee they’re working with. They’ve also developed a rapport with the mentor … You might have a real aggressive mentor, well you don’t want a really passive mentee, because he’s not going to be able to relate to him and it’s not going to be a comfortable relationship.

Once TRIEC became the lead agency in terms of coordinating the mentoring programs and providing large numbers of mentors, it seemed to one participant that TRIEC did not pair up the mentors the same way.

I think they have a different feel for it. Although they say they contact the job coaches and are getting the message across to them, the relationships aren’t there anymore. I speak to … mentors, they don’t have a relationship with their job coaches. They put all the mentors in this big database and you could be any job coach out there, and all of them are all in this database. And if I’m a job coach and I get a mentee, I might pick Paul out and say, ‘Paul, here’s a resume, look at this guy and see what you think’. But I’m not even calling you Paul, I’m sending you an email. I don’t know who you are, I mean, you could be the most
aggressive person I know and I’m going to set you up with a mentee that’s so timid and shy, that you’re going to eat him up, and he’s not going to get one darn thing out of this relationship. So that’s become a real concern for me. The other concern is that because the mentors don’t feel they have a relationship with the job coaches, they’re not as committed. And that’s a big problem … I think this program is so needed here … [and] I think that TRIEC is really working at it, but … it’s frustrating because I’m losing mentors, because … I think they’re just feeling that the program is running amuck, it’s in crisis mode … The mentors also need to feel part of the program, they need to feel that their input is valued … Coaches are supposed to match by profession, specialty area, personality, and education. Those are the four areas that they’re supposed to really focus on … I discussed the personality part is very, very important and I think that that’s not happening.

This participant suggests that mentors and job coaches must have a better relationship.

I realize that the job coaches are very busy also, but there needs to some relationship building too, in order for the job coach to make a really good match for the mentee … I think their main stress needs to be on keeping the mentee and the mentor happy. Without the mentor, we can’t help the mentee. Somehow we have to get back to the point where we were. Where we, it was an easy cycle, it ran very smoothly [and] … I know there’s growing pains involved when a new organization takes over … [b]ut sometimes we go forward too much, and sometimes you have to look at the past just to get a flavour for what worked, and go from there.

5.7.4 Shortage of Mentors from Particular Sectors

There is also a concern with a shortage of mentors from particular sectors. Contends one service provider in the City of Toronto,
[There are not enough mentors from the IT sector], there the one’s we need the most … We don’t always have enough mentors to form a relationship, but we’re always looking.

As a result of these shortages, TRIEC strives to maintain high retention rates of mentors. One mentor states,

I’ve found in my case that the organization has been reasonably supportive with e-mails and phone calls … I think they have an interest in keeping people involved in the program. They don’t want a bad experience to get in the way. Assuming that they are maybe struggling is too strong a word, but they are not tripping over people wanting to mentor. If someone expressed an interest, they are trying to keep that person’s interest. They don’t want a bad experience to put you off.

Concludes a service provider who delivers the mentoring program, “if we can’t keep them [mentors] happy, there’s no program”.

5.7.5 Under-resourced

Respondents, particularly service providers and politicians, argued that TRIEC is under-resourced and not adequately funded by government. Contends Frank Klees, MPP, “I think it’s a good model. I think that it simply needs to be resourced”. Adds an employer in Peel Region, “I think government support is critical to sustaining an organization like TRIEC … I think it’s an effective use of government dollars that’s being effectively spent”. Maintains an employer in the City of Toronto,

At the moment, they are just very, very strapped for funds, so they just don’t have the capacity to do more, they got all the right thinking … if they want to get [programs] executed, they need funding … and they constantly have to look to corporate sponsors to fund a lot of their
activities ... I find that they have the right program[s], the right vision...it’s just funding is their major constraint.

5.7.6 Corporate Leadership Must Rise to the Challenge

Stakeholders interviewed highlighted the urgency and necessity of utilizing skilled immigrant labour and finding solutions to the issue of un- and underemployment. They stressed, however, the importance of educating employers and corporate leadership. Maintains a bureaucrat,

There’s certainly a lot there that demonstrates that if you don’t use the experience and credentials of the people that we’re bringing in, what is lost is to the economy. So ... when I go out to talk to people ... I rarely reference that negative, what I try to do is to flip it around saying ‘what potential would be opening up if we were too actually, fully use the skills and education of immigrants who are coming here’. And I think it would be like a nuclear bomb, in terms of what it would do to the economy, if we were to actually overcome, what I see is a fairly fundamental labour market failure ... on the past, we’ve ... thought in some ways that it’s the immigrant’s responsibility to adapt to the Canadian, or the American, or the Australian, or whatever, labour market, by somehow squeezing themselves and fitting in. We are now saying ‘that’s not good enough’, that the businesses need to make an adjustment to find ways to fully appreciate, recognize, and use the international perspectives that those folks are bringing in. And that diversity is incredible creative and innovative.

5.8 Should TRIEC be Government-Run?

A number of participants were asked explicitly or responded in their answers as to why TRIEC was effective and if the organization would be more effective if it was government-run. This latter question is particularly interesting, given that TRIEC originated with civic leaders at
the Toronto City Summit Alliance creating a response to what they perceived as being a lack of government action on the issue of skilled immigrant labour market integration. Argues Philip Kelly of York University and CERIS,

There’s always the shadow state issue, whenever there’s something that’s voluntary and civil society based, and steps in to solve the social problem. Is it taking it off the government’s back, when it’s the government that should be collectively doing it for us.

Michael Bloom of the Conference Board of Canada attributes part of TRIEC’s effectiveness to it not being government-led or directed. He states,

Government has certain tools and capacity that only it has. So this is a case where it’s not replacing one with the other … I definitely think that we would be losing a lot if we got rid of a TRIEC and left it to government. Government needs to continue doing the good things they’re doing but other organizations need to raise up and use their strength of their leadership and their membership to reach into to this very complex multi-million person entity that is Greater Toronto.

Mario Calla of COSTI notes, “[TRIEC] was action-oriented and so they rolled it out but the irony is that because of its success, government wanted badly to be involved”. Adds an employer in the City of Toronto, “I think that [TRIEC] is positive and that it shouldn’t be government controlled [and] that it should in fact be a catalyst for action”.

Many participants believe that more can be accomplished with TRIEC not being government-run or directed. States one respondent, “it’s not that I’m anti government … [it’s just that] I want to see things get actually done”. Adds an employer in Peel Region, “I think what’s
attractive about TRIEC … is that it’s not government-led … [because] there’s a lot of flexibility to be creative and innovative. They can act quickly and react quickly”.

Nonetheless, warns Amy Casipullai of OCASI,

That doesn’t mean that TRIEC should replace the government obligation and responsibility to take leadership on this. And in fact, TRIEC cannot do that … So I think that one of the things that TRIEC has done is sort of shamed the different levels of government into paying more attention to the need and they’ve been very effective in doing that.

One stakeholder advocated for a bigger role of government to replace the void that TRIEC was created to fill and provide long-term support to its initiatives. Argues Paul Ferreira, former MPP,

Government needs to play a bigger role … be at the table in a full and holistic way. I would argue that they have not been at the table in a way that they should be. And others have recognized and rightly so the void and have come forward to offer solutions that are helping and they are working. What we need now is greater investment and money talks and government has to be willing to invest money to support these programs and initiatives … you need guaranteed sustainable long term funding … so government has the responsibility to step forward and provide the funding that these initiatives require and they are initiatives that the results prove that they can be successful. It’s not as if we’re taking a flier on something that hasn’t demonstrated a positive result. In fact, the demonstrated results are there. Now you need the willingness and commitment from government to follow through.

5.9 Is TRIEC a Model for Other City-Regions?

When asked, Do you see TRIEC as a model for other city-regions to emulate?, nearly two-thirds of all respondents across all stakeholder groups responded yes. Many emphasized that
the TRIEC model could not be copied wholesale in other municipalities but rather it should be adapted to another city or region’s labour market realities and needs. Contends an employer in Peel Region,

_You don’t want to take a model and then just say ‘okay, just do this elsewhere’, because it may not be effective because circumstances in another jurisdiction may be different. But I think it’s a good model kind of as a starting point for a community … But I would probably suggest it’s not an exact model that would be effective elsewhere. It’s a good model for Toronto Region._

A bureaucrat, however, argues that municipalities must

_Find the local champion, get the business community to step up. So I think the general ingredients are there, but you need to have it happen locally. So Edmonton will have to do it differently, because their whole culture is different and [there are] things they can learn from TRIEC here that won’t work, because they don’t have that whole network set up._

Nonetheless, states a bureaucrat in York Region,

_[TRIEC] is definitely worth duplicating in other jurisdictions and of course at the same time, keep their success or strength in rallying leadership from the private sector. Because the outcome is about improving [the] employment situation of both employers and employees, and in this case recent immigrants … I definitely put my vote, if I were in any other jurisdiction, of adopting something comparable to TRIEC._

Already, however, the broad-stakeholder approach of TRIEC has caught the attention of many cities and even countries. Bureaucrats from the Government of Ontario make clear that
there are many cities and other regions of Ontario that are already emulating TRIEC. They note that funds are being given to groups in Ottawa, Kitchener-Waterloo, Niagara, Windsor-Essex and London to adapt the full TRIEC model or one that “best suits their local labour market needs”. Other regions such as Waterloo have already adopted Toronto-inspired mentoring partnerships. Adds a representative of a chamber of commerce,

*There’s proof right there [in Waterloo that TRIEC is being emulated by other city-regions] … [as] I think that there’s recognition on the part of WRIEN [Waterloo Region Immigrant Employment Network] that they’ve certainly learned from TRIEC.*

In fact, Peter McFadden, Executive Director of WRIEN, remarks that,

*We [WRIEN] have had several meetings with Maytree and TRIEC staff to learn from their experiences. They have been generous with their time … Through agreement, we use their Mentorship Matching software and have been able to borrow good ideas from their assessment and marketing materials. We share information on an ongoing basis.*

Moreover, states a representative of another community organization in a major city in Ontario,

*[Our organization] and TRIEC have a good working relationship; exchange of ideas and sharing of resources and information is ongoing … The TRIEC model was developed to respond to the challenges and opportunities within the GTA which might not necessarily be the same for other cities across Canada. Each city might have to model its program differently to reflect their situation. However, there are valuable lessons to be learned from the TRIEC model and experience that other initiatives will find useful.*
Another organization providing employment services notes that it too shares information with TRIEC and has participated in learning opportunities supported through TRIEC. This civic and corporate leadership is critical to the success of adopting TRIEC-like models and organizations in other cities and regions. One bureaucrat in Peel Region is concerned that it may be difficult for other areas to capitalize on this leadership.

*That kind of networking and engagement of leadership is not a model you can just copy. You have to do it yourself in your own neighbourhood. You have to knock on doors and meet people and phone people and create networks and you have to do it at a level that most do-gooders don’t know how to do ... It is possible but it’s not going to be easy ... TRIEC has started that ball rolling, but how effective other people will be at implementing it in other communities is still an open question.*

**5.10 Recommendations**

In response to the barriers and successes documented in the literature and reported in stakeholder interviews, this thesis puts forward a list of suggested recommendations to provide short-term and long-term solutions to address the lack of effective skilled immigrant labour market integration. The recommendations call for a systemic approach to resolving the issues. The importance of the need for a systemic approach was noted by many stakeholders.

A number of participants expressed their desire for government to ensure municipalities have the resources to effectively integrate immigrants and provide adequate settlement services.

The suggested recommendations put forward in this thesis, detailed in Table23, are grouped under five themes: a coordinated approach; funding arrangements; policy; professional organizations; and, TRIEC. The recommendations are both immediate (short-term) and institutional (long-term) in nature.
Coordinated Approach

- Based on the success of the TRIEC model of engaging a diverse group of stakeholders, it is recommended that stakeholders and leaders focus their efforts on finding integrated and broad-stakeholder solutions through approaches that employ coalition building, integration and collaboration. Isolating actions or “silos” should be avoided.

- To improve information dissemination and to respond to the needs of stakeholders, particularly those in the 905 region, it is recommended that government and service providers help fund, establish and expand welcome centres or “one-stop shops” across the GTA. This will help facilitate efficient and successful immigrant settlement through providing all necessary resources and tools in one location and reduce confusion among immigrants about where to access particular information.

- In order to ensure efficient use of taxpayer dollars for immigrant settlement and to avoid duplication of services, it is recommended that there be better coordination of programs and better mechanisms of evaluating the success and performance (eg. growth) of initiatives. This is to ensure that adequate funding is made available to support those initiatives that are seen as being most helpful in facilitating effective skilled immigrant labour market integration.

- Building on the progress made thus far, it is recommended that all three orders of government continue to improve communication with one another on the issue of immigration and enhance and expand partnerships that allow for the issue to be addressed more comprehensively and expeditiously.

- In recognition of the perception that the involvement of civic leaders in Durham and Halton is less pronounced compared to other parts of the GTA with respect to their involvement in TRIEC and facilitating skilled immigrant labour market integration, it is recommended that strategies be employed to encourage civic, political and corporate leadership in these two sub-regions to “step up” and be more aggressive in finding solutions to the issue.

Funding Arrangements

Immediate (short-term) solutions:

- In response to the feedback received from stakeholders from the “905” regions of Peel, York, Durham and Halton, it is recommended that the “416/905” gap in funding for immigrant settlement services be addressed and resolved immediately.
Recognizing the financial barriers facing many immigrants navigating through the accreditation process, it is recommended that best practices be adopted to ease these pressures. This can be accomplished through offering discounted training and certification programs as well as interest-free loans and subsidies for skilled immigrants.

Based on stakeholder feedback that language and communication skills are a key barrier for skilled immigrants to obtaining effective employment, it is recommended that government fund and service providers introduce more enhanced language skills programs. This would focus on “workplace language” to ensure that skilled immigrant applicants are fully aware of occupational-specific jargon and terminology necessary to obtain and perform well in their field.

In recognition of the key barrier of lack of Canadian work experience for skilled immigrants, it is recommended that more funding be given (private or government) to establish and expand paid and unpaid internship, co-op placement and apprenticeship opportunities for skilled immigrants similar to what is offered to youth. This should be done in partnership with employers and regulatory bodies. This is with the understanding that these opportunities will allow for immigrants to obtain valuable Canadian experience, which is highly desired by employers.

Institutional (long-term) solutions:

- Given the financial pressures facing many cities in being able to adequately provide services as their populations grow and become more diverse, it is recommended that levels of government work together to establish long-term sustainable funding arrangements for high immigrant-receiving areas.

- In light of the feedback received from stakeholders from the “905” regions of the GTA, it is recommended that funding arrangements take into account population growth when funding for immigrant settlement. This is to reflect the reality of immigrants increasingly settling (proportion-wise) in the regions of Durham, Halton, York and Peel and other municipalities as compared to the City of Toronto.

Employer Engagement

Immediate (short-term) solutions:

- To encourage and stimulate more widespread employer engagement, it is recommended that government examine and implement one or more of the following: tax credits, financial incentives and wage subsidies, with a focus on small to medium sized businesses. These measures would help expand employer participation in mentoring
initiatives and the number of volunteer and paid placements for immigrants, providing immigrants with valuable Canadian experience and expertise.

- In light of the many studies that show that many employers are unsure of how to interpret or assess foreign credentials, it is recommended that service providers, government and other necessary stakeholders aggressively educate employers about credential assessment and the resources available to assist them in this process.

- To ensure that an ideal and comprehensive solution to the issue is achieved, it is recommended that government, service-provider and advocacy organization stakeholders embark on consultations with employers on which ideal system would meet their needs while also facilitating effective skilled immigrant labour market integration.

Institutional (long-term) solutions:

- Recognizing the importance of engaging business leaders in the issue, as the TRIEC model attests, it is recommended that all stakeholders focus on improving their investment and efforts in aggressive employer and public education strategies, campaigns and initiatives.

- Using York Region as a model, it is recommended that inclusivity action plans be devised and implemented on a regional basis to foster an environment that is more sympathetic and understanding of the needs of skilled immigrants.

Policy

- Taking into account feedback given from stakeholders, particularly employers, it is recommended that government introduce a standardized process for foreign credential and work experience assessment. This will help reduce confusion and make the process more transparent.

- Recognizing the success of the PNP pilot program in Ontario, it is recommended that the numbers of this program be increased dramatically to reflect Ontario’s population in comparison to other Canadian provinces.

- In order to adequately address labour market needs, it is recommended that the federal government streamline the application process for immigration, add a skilled trades focus in immigrant selection, better emphasize labour market needs in the points system and address perceived and potential mismatches between supply and demand.

- To address the perception that skilled immigrant expectations of the Canadian labour market are misinformed, government should convey the immigration process more
clearly and accurately to applicants. Government should also better communicate labour market needs and realities to immigrants and better publicize resources such as www.labourmarketinformation.ca. “Information satellites” can provide further guidance.

- Reflecting on stakeholder feedback about the potential for false expectations being communicated to immigrants, it is recommended that government better communicate its national strategy on innovation.

- To reduce or eliminate some of the barriers facing many immigrants upon arrival in Canada, it is recommended that government make efforts to conduct credential assessment prior to arrival (such as in Australia); make knowledge of official languages a mandatory, systematically assessed and heavily weighted criteria in immigrant selection (as opposed to its non-mandatory, self-declatory status at present); offer avenues for official language instruction and upgrading, such as distance education for applicants prior to arrival; and avoid saturation of markets in certain areas while ensuring changes are made to immigration policy when this saturation occurs.

- Hearing the concerns from stakeholders about the potential limitations of the Ontario Fairness Commission, it is recommended that the Ontario government works with regulatory bodies to create an appeals mechanism within the Commission for complaints regarding application processes and decisions.

**Professional Organization (Regulatory Body) Activities**

- Responding to stakeholder feedback, it is recommended that representatives of professional organizations further familiarize themselves with credentials and institutions abroad, through such things as in-person inspections of popular educational institutions in high immigrant-receiving nations such as China, India and Iran.

- To expedite credential recognition, it is recommended that professional organizations establish reciprocal agreements with professions and institutions in other countries.

- In order to foster a collaborative, transparent and fair atmosphere, it is recommended that professional organizations share and adopt best practices, particularly ways of streamlining their assessment processes while maintaining high standards of quality; reducing or eliminating fees associated with applications for foreign-trained applicants and improving information dissemination practices.

**TRIEC**

- To address the concern of disparities across the GTA with respect to the involvement of civic leaders and municipalities in TRIEC and skilled immigrant labour market
integration initiatives as a whole, it is recommended that TRIEC’s organizational structure be further localized. This could be accomplished through establishing “little TRIEC’s” or local chapters that focus on addressing specific issues within a particular municipality or sub-region.

- In light of feedback from TRIEC participants, it is recommended that TRIEC examine and strive to improve its system of matching mentees and mentors.

- Given feedback from employers, it is recommended that TRIEC more aggressively recruit employers with a focus on face-to-face communication.

- To improve its visibility and public understanding of its purpose and workings, it is recommended that TRIEC improve its communication strategies to make its structure more clear and understandable to interested and/or involved parties.

- Recognizing that its visibility and involvement in the regions of Halton and Durham is much less pronounced than the rest of the GTA, it is recommended that TRIEC establish local offices in Durham and Halton, work to offer and expand the Mentoring Partnership program in Durham Region, and hire a corporate recruitment officer for all regions.

5.11 Conclusion

This chapter, has answered the three research questions posed in this thesis by concluding the following:

- TRIEC and its initiatives are seen by stakeholders in the issue of skilled immigrant labour market integration as being a success story. More generally, broad-stakeholder and shared agenda approaches are also viewed favourably and as a model for the future.

- Barriers such as lack of credential recognition, lack of understanding of workplace language and lack of Canadian work experience are some key barriers impeding the effective labour market integration of skilled immigrants in the GTA.

- TRIEC is seen as being an effective organization and model with the expectation that it will continue to improve as it matures and grows in the future. As noted, TRIEC is already being emulated in other city-regions – both in Canada and abroad – due its perceived success and effectiveness.

- Long-term coordinated approaches, sustainable and long-term funding arrangements, aggressive appeals and recruitment strategies to employers, and shared best practices for increased transparency among regulatory bodies are some of the necessary steps to adequately address skilled immigrant under- and un-employment.
Chapter 6
Conclusion

You need a TRIEC pulling, pulling, pulling the tees of businesses that you really have to do this [hire immigrants].

Shelley Carroll, City of Toronto Councillor, Ward 33 – Don Valley East

Despite the large body of literature that has documented the need for and value of skilled immigrants, un- and underemployment for newcomers continues to be a mainstay in the Greater Toronto Area labour market. As a result, “immigrant doctors driving taxis and foreign-trained chemists delivering pizzas are well-worn clichés and [have become] part of our cultural consciousness” (Brouwer 1999, 3). The work of TRIEC, however imperfect, represents a genuine effort to devise and implement collaborative solutions to help address this problem.

Although a response to perceived government inaction, TRIEC is an example of what civic and corporate leadership can do to help alleviate a complex and multi-stakeholder issue. The recommendation by the Toronto City Summit Alliance to create the Toronto Region Immigrant Employment Council (TRIEC) reveals the importance of civic leaders in creating innovative solutions to issues – such as immigration – that are traditionally in the domain of government. Broad-stakeholder approaches involving many urban players, including the business and civic elite are often critical to the success of a city in terms of allowing it to flourish and for its labour market to be strong. As Creutzberg (2006, 60) notes, communities, often driven by civic leadership, engage in a collaborative process of strategic planning with local industry and subnational government to take advantage of economic opportunities and capitalize on investment. In the context of knowledge workers and skilled immigrants, this economic opportunity would be the ability to capitalize on immigrant talent and help address labour force
shortages. Civic entrepreneurs – whom Henton et. al. (1997) define as catalysts for change that help link community and economic interests – “understand the new economic realities and are compelled to act on an optimistic vision of how their community can be successful in the world” (Henton et. al. 1997, 34). In this sense, those who created TRIEC were eager to see a positive and effective use of skilled immigrant credentials that if left untapped or underused would result in the deterioration of the GTA economy. The recognition of a “new economic reality” can also be put into the context of the GTA in three ways: first, that the labour market in the region is increasingly diverse and foreign-born; second, that labour shortages are increasingly prevalent; and third, that globalization has resulted in fierce competitiveness between various city-regions and the need for dynamic immigrant cultural capital. Effective use of skilled immigrant talent is necessary for the success of the GTA in the era of globalization.

Logan and Molotch’s 1987 growth machine thesis argues certain players in the city – such as corporations, politicians, academics, civic leaders and others – “team up over the shared need to promote and enhance growth in their city” (Donald 2006, 3). With respect to TRIEC, this collaboration was precisely the case. Jonas and Wilson (1999) redefine the concept of the growth machine by incorporating contemporary economic and social change (Donald 2006, 3). As Donald (2006, 3-4) explains, this includes the role of new social movements in “steering certain development directions of a city” and influencing and shaping political regimes of places. In the case of TRIEC, this influence can be seen through the organization bringing a great amount of attention to the issue of skilled immigrant un- and underemployment and consequently enhancing the engagement of government and employers in the issue.

Furthermore, TRIEC challenges traditional assumptions about urban governance and serves as a model for other city-regions that are struggling to address similarly complex issues with what is a perceived absence of political and institutional action. As mentioned by a
stakeholder, the secret to TRIEC’s success has been their effectiveness at engaging business leaders. Concerns that the organization has not recruited enough corporate leadership or employers are being addressed through TRIEC’s recent aggressive recruitment strategies. It is acknowledged that TRIEC is a young organization that will grow and mature over time. Nonetheless, the initial success and effectiveness of the TRIEC model has put the spotlight on the organization as other city-regions and countries are keen to adapt the model and implement it in their own jurisdictions. As noted by stakeholders, however, building on the TRIEC model in other city-regions and jurisdictions will be a challenge as it is dependent on active and motivated civic leadership.

As a service provider remarked, TRIEC is “leading, they are always thinking outside the box and thinking of really innovative [things]”. For the organization to be truly successful and effective, however, it is imperative that political and corporate leaders continue to rise to the challenge of addressing the lack of effective skilled immigrant labour market integration. It is this lack of corporate leadership and involvement that has inhibited TRIEC’s growth and stopped the organization from being even more effective. Demonstrated leadership and initiative on the local level is needed. Success stories include the work of the Brampton Board of Trade and its Skills Without Borders employer-awareness and consultation initiative, York Region’s Inclusivity Action Plan, as well as the Toronto Public Library’s efforts to work with settlement organizations to improve information dissemination to newcomers, all described in the findings chapter of this thesis. Through these examples, it is clear that collaboration and coordination between different stakeholders to improve such things as information dissemination, service delivery and engagement strategies have been successful. It is also important that government and other key stakeholders continue to work and consult with employers to put forward solid, effective and concrete solutions. There needs to be greater investment in public and employer education.
strategies aimed at stressing the importance of addressing the issue of skilled immigrant un- and underemployment. It is crucial that a united front exists to combat this issue for the betterment of our cities, region and country. Additionally, government needs to step up and provide further support to businesses to enable them to better facilitate skilled immigrant labour market integration coupled with corporate leadership fostering a culture of inclusiveness. Government also needs to continue to invest in infrastructure and provide long-term sustainable funding to municipalities in the GTA to enable the region to prosper. Blame games and finger pointing must end and be replaced instead with a system of shared best practices and collaboration. Although there appears to be a tendency to place blame on the immigrant or employers for poor skilled immigrant labour market integration, labour market difficulties can instead be attributed to faults within our immigration system and miscommunication or lack of communication altogether between various players in the issue. Misplaced blame, therefore, exists in part because skilled immigrants immigrate to Canada under false expectations of seamless labour market integration conveyed or implied to them by our immigration policies and system while employers cite a lack of resources and knowledge necessary to accurately assess foreign credentials and experience. The latter is quite troubling as even when skilled immigrants obtain credential recognition (particularly those in regulated professions), their labour market success rests with the employer who chooses whether or not to hire them based on their skills, credentials and expertise. Rather than place blame, stakeholders need to work with one another and engage and involve the key players in the issue, such as employers and professional organizations. It is critical that systemic changes, shared agendas, and comprehensive stakeholder engagement and involvement take place to effectively address the issue of skilled immigrant labour market integration.

The work of some academics, although shedding insight into the issue, leave us feeling hopeless and do not effectively address the issue. Instead, concrete and practical but also
ambitious proposals and solutions are needed. It is also vital that society must be open and willing to discuss and address issues, however sensitive and complex they may be, to reach equitable and effective results.

This thesis, therefore, has accounted for factors and situations both impeding and facilitating skilled immigrant labour market integration in the GTA by identifying both barriers and success stories. It has proven that the TRIEC model is considered to be fairly effective in that in its short existence it has had a demonstrable impact on the issue but still requires time to mature and evolve. Through broad-based consultations with stakeholders and an extensive review of the literature, this thesis has identified practical and effective solutions to the issue that all stakeholders can consider and implement – both immediately and in the long-term – to adequately address the issue of skilled immigrant un- and underemployment.

This thesis also contributes to the geography literature by providing an examination of public policy in action in the form of an innovative response to the issue of skilled immigrant labour market integration. It highlights the work of an innovative organization that exemplifies the role that civic leadership plays in urban society. Areas for further research are available. Notably, it is important that researchers and academics continue to document the progress of organizations, such as TRIEC, that are created in response to a particular issue, in order to see how they have evolved and whether or not they are truly effective.

In today’s era of cities boasting about the social and economic benefits of their diverse populations, it is time that words are transformed into action. Should the status quo continue, Canada’s reputation for being attractive to immigrants will continue to deteriorate. It is therefore critical that government do a better job of streamlining and standardizing the immigration process, setting proper and realistic expectations for immigrants, and improving information dissemination about labour market realities to prospective applicants and new arrivals. It is also
imperative that all stakeholders understand that the TRIEC model is a piece of the puzzle or, in the words of a stakeholder, a “dot” out of many. The organization is not the be-all end-all solution and it need not be. What it should be, rather, is a temporary solution that rallies together various stakeholders and urban elite to put forward long-term, concrete and systemic solutions that adequately addresses the issue by creating and fostering a society that has effective labour market integration for all. Perhaps then, the image of the taxi driver with a PhD and skilled immigrants with broken promises that is so engrained in our “cultural consciousness” will be replaced instead with an image of a productive, prosperous, inclusive and competitive city-region. As a Torontonian, I am eager to see my city and region succeed. Hopefully, with the work of this thesis, we can transform a negative into a positive and turn a tragedy into a success.
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Appendix A

Diversity in the GTA

The concentrated settlement of immigrants in the GTA is illustrated in Table 18, which contains a table that details the percentage of foreign-born among municipalities and sub-regions in the GTA. In fact, three of the top five and five of the top ten municipalities in Canada with the highest percentages of foreign-born populations are located in the GTA [Markham, Mississauga, Richmond Hill, Toronto, and Brampton].

As of late, however, the majority of the growth in the foreign-born population of the GTA has occurred in the suburban municipalities surrounding the City of Toronto. Foreign-born populations in Brampton, Markham, and Mississauga grew over 30% between 2001 and 2006, with the percentage of new immigrants settling in these three suburban cities increasing significantly during the same period (Statistics Canada 2007, 28-29). In addition, the City of Toronto has seen a ten percent drop in its share of immigrants settling in the Toronto CMA between 1996-2006 (Statistics Canada 2007, 29). As evident in Table 19, the three Toronto suburbs of Markham, Mississauga, and Richmond Hill were the only municipalities in the GTA to have the majority of their populations accounted for by foreign-born. It should be noted, however, that there are nuances within the GTA, whereby the City of Toronto and the regions of Peel and York receive a significantly greater share of immigrants and thus have a higher proportion of foreign-born than the outer-suburban regions of Halton and Durham. Both Peel and York have a few individual municipalities within their jurisdiction where the percentage of

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11 According to the 2006 Census, the top ten municipalities with the highest percentages of foreign-born populations were: 1. Richmond (B.C.) 57.4%, 2. Markham (Ont.) 56.5%, 3. Mississauga (Ont.) 51.6%, 4. Richmond Hill (Ont.) 51.5%, 5. Burnaby (B.C.) 50.8%, 6. Toronto (Ont.) 50.0%, 7. Brampton (Ont.) 47.8%, 8. Greater Vancouver A (B.C.) 47%, 9. Vancouver 45.6%, 10. Cote-Saint-Luc (Que.) 45.4%.
Table 18: Foreign-Born Populations By Individual Municipality and Regions in the GTA (2006)

<table>
<thead>
<tr>
<th>Municipality / Region</th>
<th>Region / City</th>
<th>Percent of Foreign-born (among total population)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Markham</td>
<td>York</td>
<td>56.5%</td>
</tr>
<tr>
<td>Mississauga</td>
<td>Peel</td>
<td>51.6%</td>
</tr>
<tr>
<td>Richmond Hill</td>
<td>York</td>
<td>51.5%</td>
</tr>
<tr>
<td>Toronto</td>
<td>City of Toronto</td>
<td>50.0%</td>
</tr>
<tr>
<td>Peel Region</td>
<td>N/A</td>
<td>48.6%</td>
</tr>
<tr>
<td>Brampton</td>
<td>Peel</td>
<td>47.8%</td>
</tr>
<tr>
<td>Toronto CMA</td>
<td>N/A</td>
<td>45.7%</td>
</tr>
<tr>
<td>Vaughan</td>
<td>York</td>
<td>44.9%</td>
</tr>
<tr>
<td>York Region</td>
<td>N/A</td>
<td>42.9%</td>
</tr>
<tr>
<td>Ajax</td>
<td>Durham</td>
<td>30.7%</td>
</tr>
<tr>
<td>Oakville</td>
<td>Halton</td>
<td>30.5%</td>
</tr>
<tr>
<td>Pickering</td>
<td>Durham</td>
<td>30.2%</td>
</tr>
<tr>
<td>Halton Region</td>
<td>N/A</td>
<td>24.8%</td>
</tr>
<tr>
<td>Milton</td>
<td>Halton</td>
<td>24.4%</td>
</tr>
<tr>
<td>Aurora</td>
<td>York</td>
<td>22.4%</td>
</tr>
<tr>
<td>Burlington</td>
<td>Halton</td>
<td>22.3%</td>
</tr>
<tr>
<td>Newmarket</td>
<td>York</td>
<td>22.0%</td>
</tr>
<tr>
<td>Caledon</td>
<td>Peel</td>
<td>20.8%</td>
</tr>
<tr>
<td>Whitby</td>
<td>Durham</td>
<td>20.5%</td>
</tr>
<tr>
<td>Durham Region</td>
<td>N/A</td>
<td>20.3%</td>
</tr>
<tr>
<td>King</td>
<td>York</td>
<td>20.2%</td>
</tr>
<tr>
<td>Canadian Municipalities Average</td>
<td>N/A</td>
<td>19.8%</td>
</tr>
<tr>
<td>Whitchurch-Stouffville</td>
<td>York</td>
<td>18.2%</td>
</tr>
<tr>
<td>Oshawa</td>
<td>Durham</td>
<td>15.6%</td>
</tr>
<tr>
<td>Halton Hills</td>
<td>Halton</td>
<td>15.2%</td>
</tr>
<tr>
<td>East Gwillimbury</td>
<td>York</td>
<td>14.1%</td>
</tr>
</tbody>
</table>
Table 19: Visible Minority Populations By Individual Municipality and Regions in the GTA (2006)

<table>
<thead>
<tr>
<th>Municipality / Region</th>
<th>Region / City</th>
<th>Percent of Visible Minorities (among total population)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clarington</td>
<td>Durham</td>
<td>12.1%</td>
</tr>
<tr>
<td>Georgina</td>
<td>York</td>
<td>11.8%</td>
</tr>
<tr>
<td>Uxbridge</td>
<td>Durham</td>
<td>11.6%</td>
</tr>
<tr>
<td>Scugog</td>
<td>Durham</td>
<td>10.7%</td>
</tr>
<tr>
<td>Brock</td>
<td>Durham</td>
<td>9.0%</td>
</tr>
</tbody>
</table>

*See Figure 1 for municipalities included in the Toronto CMA.

Source: Statistics Canada 2006
<table>
<thead>
<tr>
<th>Municipality</th>
<th>Region</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aurora</td>
<td>York</td>
<td>13.1%</td>
</tr>
<tr>
<td>Burlington</td>
<td>Halton</td>
<td>9.7%</td>
</tr>
<tr>
<td>Oshawa</td>
<td>Durham</td>
<td>8.1%</td>
</tr>
<tr>
<td>Whitchurch-Stouffville</td>
<td>York</td>
<td>7.4%</td>
</tr>
<tr>
<td>Caledon</td>
<td>Peel</td>
<td>7.2%</td>
</tr>
<tr>
<td>King</td>
<td>York</td>
<td>4.6%</td>
</tr>
<tr>
<td>Clarington</td>
<td>Durham</td>
<td>4.6%</td>
</tr>
<tr>
<td>Halton Hills</td>
<td>Halton</td>
<td>4.1%</td>
</tr>
<tr>
<td>Georgina</td>
<td>York</td>
<td>3.9%</td>
</tr>
<tr>
<td>East Gwillimbury</td>
<td>York</td>
<td>3.5%</td>
</tr>
<tr>
<td>Uxbridge</td>
<td>Durham</td>
<td>2.3%</td>
</tr>
<tr>
<td>Scugog</td>
<td>Durham</td>
<td>1.8%</td>
</tr>
<tr>
<td>Brock</td>
<td>Durham</td>
<td>1.6%</td>
</tr>
</tbody>
</table>

*See Figure 7 for the municipalities included in the Toronto CMA.

Source: Statistics Canada 2001b

foreign-born is significantly higher - in some cases more than double - that of other individual municipalities in their same regional municipality. Nevertheless, outer suburban areas that traditionally have not received a large share of immigrants arriving in the GTA are now beginning to do so. For instance, “Ajax, Aurora and Vaughan [all] saw increases of more than 40% in [their] foreign-born population[s] between 2001 and 2006” (Statistics Canada 2007, 28).

Canada’s primary immigrant gateway of Toronto is increasingly racially diverse (McIsaac 2003a, 59). This is evident in the proportion of visible minorities in municipalities in the region. In 2006, the proportion of visible minorities in the Toronto CMA was 43%. This figure will grow to 50.6% by 2017 (Heisz 2006, 7). Within the CMA, 47% of the population of the City of Toronto in 2006 was comprised of visible minorities, with the proportion even higher in the Toronto suburb of Markham (65%) (McIsaac 2003a, 59-60). Markham has the highest proportion of visible minorities of all municipalities in Canada (Statistics Canada 2001b).
Table 21 shows the percentage of visible minorities among municipalities and the sub-regions as a whole in the GTA. Of the top ten municipalities with the highest percentages of visible minority populations, five are located in the GTA [Markham, Brampton, Mississauga, Toronto, Richmond Hill] (Statistics Canada 2001b)\textsuperscript{12}. There are, however, nuances within the GTA as well, as the City of Toronto and portions of the regional municipalities of York and Peel [such as Markham, Mississauga, and Brampton] have much higher percentages of visible minorities than other areas within the GTA such as Durham and Halton Regions, the municipality of Caledon in Peel, and municipalities located in the northern portion of York Region such as Aurora and Georgina.

*Implications of Concentrated Settlement*

There are many possible reasons for the concentrated settlement of immigrants in the GTA. In addition, these large flows of immigrants have placed financial strain on municipalities in the region due to a lack of funding mechanisms. This is explained in Appendix-C.

\textsuperscript{12} According to the 2006 Census, the top ten municipalities with the highest percentages of visible minority populations were: 1. Markham (Ont.) 65.4%, Richmond (B.C.) 65.1%, 3. Brampton (Ont.) 57.0%, 4. Burnaby (B.C.) 55.4%, 5. Greater Vancouver A (B.C.) 55.2%, 6. Vancouver (B.C.) 51.0%, 7. Mississauga (Ont.) 49.0%, 8. Toronto 46.9%, 9. Surrey (B.C.) 46.1%, 10. Richmond-Hill (Ont.) 45.7%.
Appendix B

Semi-Structured Personal Interview Schedules

Interview Schedule A: TRIEC Council Members (Staff)

Paul Lewkowicz

1. Describe your current position and in particular your role in skilled immigrant labour market integration?

2. What is currently working within your organization and in general within skilled immigrant labour market integration? Could you describe two success stories?

3. What are the key barriers (top 3) facing skilled immigrants in their attempts to integrate effectively into the Toronto Region labour market? What are the causes of these barriers?

4. What are the top 3 challenges your organization faces?

5. Do you have policy recommendations from:
   - a macro government perspective (federal, provincial, municipal)
   - a professional organization perspective (ie. Medical field)
   - a quasi institutional perspective (not-for-profit, civic society, arms-length government organizations such as public libraries)
   - a private sector perspective (employers)

6. Has the Toronto Region Immigrant Employment Council (TRIEC) been effective at skilled immigrant labour market integration? What, if anything, could make it more effective? Should government be filling the role your organization plays?

7. Are there other models that your organization wants to emulate?
Interview Schedule B: Politicians

Paul Lewkowicz

1. Describe your current position and in particular your role in skilled immigrant labour market integration?

2. What is currently working in skilled immigrant labour market integration? Could you describe two success stories?

3. What are the key barriers (top 3) facing skilled immigrants in their attempts to integrate effectively into the Toronto Region labour market? What are the causes of these barriers?

4. Do you have policy recommendations from:
   - a macro government perspective (federal, provincial, municipal)
   - a professional organization perspective (ie. Medical field)
   - a quasi institutional perspective (not-for-profit, civic society, arms-length government organizations such as public libraries)
   - a private sector perspective (employers)

5. Has the Toronto Region Immigrant Employment Council (TRIEC) been effective at skilled immigrant labour market integration? What, if anything, could make it more effective? Should government be filling the role the organization plays?

6. Do you see TRIEC as a model for other city-regions to emulate?

7. Are there are other models that should be emulated?
Interview Schedule C: Policymakers and Bureaucrats (from all three orders of government)

Paul Lewkowicz

1. Describe your current position and in particular your role in skilled immigrant labour market integration?

2. What is currently working in skilled immigrant labour market integration? Could you describe two success stories?

3. What are the key barriers (top 3) facing skilled immigrants in their attempts to integrate effectively into the Toronto Region labour market? What are the causes of these barriers?

4. Do you have policy recommendations from:
   - a macro government perspective (federal, provincial, municipal)
   - a professional organization perspective (i.e., Medical field)
   - a quasi institutional perspective (not-for-profit, civic society, arms-length government organizations such as public libraries)
   - a private sector perspective (employers)

5. Has the Toronto Region Immigrant Employment Council (TRIEC) been effective at skilled immigrant labour market integration? What, if anything, could make it more effective? Should government be filling the role the organization plays?

6. Do you see TRIEC as a model for other city-regions to emulate?

7. Are there are other models that should be emulated?
Interview Schedule D: Employers

Paul Lewkowicz

1. Describe your current position and in particular your role in skilled immigrant labour market integration?

2. What is currently working in skilled immigrant labour market integration?

3. Could you describe ways that your company has helped facilitate the effective integration of skilled immigrants in the Toronto Region labour market? Could you describe two success stories?

4. What are the key barriers (top 3) facing skilled immigrants in their attempts to integrate effectively into the Toronto Region labour market? What are the causes of these barriers?

5. Do you have policy recommendations from:
   - a macro government perspective (federal, provincial, municipal)
   - a professional organization perspective (e.g., Medical field)
   - a quasi institutional perspective (not-for-profit, civic society, arms-length government organizations such as public libraries)
   - a private sector perspective (employers)

6. Has the Toronto Region Immigrant Employment Council (TRIEC) been effective at skilled immigrant labour market integration? What, if anything, could make it more effective? Should government be filling the role the organization plays?

7. Do you see TRIEC as a model for other city-regions to emulate?

8. Are there are other models that should be emulated?
Interview Schedule E: Scholars

Paul Lewkowicz

1. Describe your current position. What is your interest in the issue of skilled immigrant integration in the labour market?

2. What is currently working in skilled labour market integration? Could you describe two success stories?

3. What are the key barriers (top 3) facing skilled immigrants in their attempts to integrate effectively into the labour market (specifically in the Toronto Region)? What are the causes of these barriers?

4. Do you have policy recommendations from:
   - a macro government perspective (federal, provincial, municipal)
   - a professional organization perspective (i.e. Medical field)
   - a quasi institutional perspective (not-for-profit, civic society, arms-length government organizations such as public libraries)
   - a private sector perspective (employers)

5. Has the Toronto Region Immigrant Employment Council (TRIEC) been effective at skilled immigrant labour market integration? What, if anything, could make it more effective? Should government be filling the role the organization plays?

6. Do you see TRIEC as a model for other city-regions to emulate?

7. Are there are other models that should be emulated?
Interview Schedule F: Advocacy Organizations and Immigrant Service Agencies

Paul Lewkowicz

1. Describe your current position and your role in skilled immigrant labour market integration?

2. What is currently working in skilled immigrant labour market integration? Could you describe two success stories?

3. What are the key barriers (top 3) facing skilled immigrants in their attempts to integrate effectively into the Toronto Region labour market? What are the causes of these barriers?

4. Does your organization unintentionally service a particular immigrant community (ie. South Asian, Chinese, etc.)? Do you find that particular immigrant communities face specific issues or barriers related to skilled immigrant labour market integration more so than others?

5. Do you have policy recommendations from:
   - a macro government perspective (federal, provincial, municipal)
   - a professional organization perspective (ie. Medical field)
   - a quasi institutional perspective (not-for-profit, civic society, arms-length government organizations such as public libraries)
   - a private sector perspective (employers)

6. Has the Toronto Region Immigrant Employment Council (TRIEC) been effective at skilled immigrant labour market integration? What, if anything, could make it more effective? Should government be filling the role the organization plays?

7. Do you see TRIEC as a model for other city-regions to emulate?

8. Are there are other models that should be emulated?
**Interview Schedule G: TRIEC Council Members (non-staff)**

*Paul Lewkowicz*

1. Describe your current position and in particular your role in skilled immigrant labour market integration?

2. What is currently working in skilled immigrant labour market integration?

3. Could you describe ways that your company has helped facilitate the effective integration of skilled immigrants into the Toronto Region labour market? Could you describe two success stories?

4. What are the key barriers (top 3) facing skilled immigrants in their attempts to integrate effectively into the Toronto Region labour market? What are the causes of these barriers?

5. Do you have policy recommendations from:
   - a macro government perspective (federal, provincial, municipal)
   - a professional organization perspective (ie. Medical field)
   - a quasi institutional perspective (not-for-profit, civic society, arms-length government organizations such as public libraries)
   - a private sector perspective (employers)

6. What motivated you and/or the organization you represent to become involved with TRIEC?

7. What specific support or work do you provide to TRIEC?

8. Has the Toronto Region Immigrant Employment Council (TRIEC) been effective at skilled immigrant labour market integration? What, if anything, could make it more effective? Should government be filling the role the organization plays?

9. Do you see TRIEC as a model for other city-regions to emulate?

10. Are there are other models that should be emulated?
Interview Schedule II: Professional Organizations

Paul Lewkowicz

1. Describe your current position and in particular your role in skilled immigrant labour market integration?

2. What is currently working in skilled immigrant labour market integration?

3. What has your organization done to help facilitate the effective integration of skilled immigrants into the Toronto Region labour market? Could you describe two success stories?

4. What are the key barriers (top 3) facing skilled immigrants in their attempts to integrate effectively into the Toronto Region labour market? What are the causes of these barriers?

5. Do you have policy recommendations from:
   - a macro government perspective (federal, provincial, municipal)
   - a professional organization perspective (i.e., Medical field)
   - a quasi institutional perspective (not-for-profit, civic society, arms-length government organizations such as public libraries)
   - a private sector perspective (employers)

6. Has the Toronto Region Immigrant Employment Council (TRIEC) been effective at skilled immigrant labour market integration? What, if anything, could make it more effective? Should government be filling the role the organization plays?

7. Do you see TRIEC as a model for other communities/city-regions to emulate?

8. Are there other models that should be emulated?

9. Some contend that professional organizations act as “gatekeepers” to skilled immigrants gaining meaningful employment in the Toronto Region labour market. For instance, Harald Bauder suggests that “regulatory institutions actively exclude immigrants from the upper segments of the labour market” and that professional organizations and employers, in particular, “give preference to Canadian-born and educated workers and deny immigrants access to the most highly desired occupations”. How do you respond to these allegations?
Interview Schedule I: Quasi-institutional Organizations

Paul Lewkowicz

1. Describe your current position and in particular your role in skilled immigrant labour market integration?

2. What is currently working in skilled immigrant labour market integration?

3. What has your company done to help facilitate the effective integration of skilled immigrants into the Toronto Region labour market? Could you describe two success stories?

4. What do you believe are the key barriers (top 3) facing skilled immigrants in their attempts to integrate effectively into the Toronto Region labour market? What are the causes of these barriers?

5. Does your organization unintentionally service a particular immigrant community (ie. South Asian, Chinese, etc.)? Do you find that particular immigrant communities face specific issues or barriers related to skilled immigrant labour market integration more so than others?

6. Do you have policy recommendations from:
   - a macro government perspective (federal, provincial, municipal)
   - a professional organization perspective (ie. Medical field)
   - a quasi institutional perspective (not-for-profit, civic society, arms-length government organizations such as public libraries)
   - a private sector perspective (employers)

7. Has the Toronto Region Immigrant Employment Council (TRIEC) been effective at skilled immigrant labour market integration? What, if anything, could make it more effective? Should government be filling the role the organization plays?

8. Do you see TRIEC as a model for other communities/city-regions to emulate?

9. Are there other models that should be emulated?
Interview Schedule J: TRIEC Program Participants (Skilled Immigrant Mentees)

Paul Lewkowicz

1. Describe your occupational, educational, and ethnic background?

2. What types of challenges and barriers did you face upon arrival in Canada (with regards to settlement, integrating into the labour market, integrating into society)?

3. How did you hear about the Toronto Region Immigrant Employment Council (TRIEC)?

4. Describe the TRIEC initiative(s) that you participated in. Did you find your participation in the initiative(s) to be helpful to your career advancement? How and why?

5. Did you achieve effective employment (a position that you feel reflects your skills set and expertise at an acceptable salary) after participating in the TRIEC initiative(s)? Could you describe the differences between your position and type of employment before and after your participation in the TRIEC initiative(s)?

6. Could you describe if and how your participation in a TRIEC initiative alleviated a challenge or barrier that you faced previously when trying to achieve meaningful employment in the Toronto Region labour market?

7. What would you say are the three most important things to achieve effective integration of skilled immigrants in the Toronto Region labour market?

8. Do you have suggestions for improvement:
   - from a macro government perspective (federal, provincial, municipal)
   - from a professional organization perspective
   - from a private sector perspective (employers)

9. Has the Toronto Region Immigrant Employment Council (TRIEC) been effective at skilled immigrant labour market integration? What, if anything, could make it more effective?

10. Do you see TRIEC as a model for other city-regions to emulate?
Interview Schedule K : TRIEC Initiative Mentor Participants

Paul Lewkowicz

1. Describe your occupational and educational background?
2. How did you hear about the Mentoring Program? What motivated you to become a mentor?
3. How many mentees have you coached or are currently coaching in total? How long have you been a mentor? What was/were the countries of origin of your mentee(s)?
4. Describe the types of challenges and barriers your mentee faced that led them to participate in the Mentoring Program? How did you identify and address these barriers and challenges upon being paired with your mentee?
5. Was this program helpful to your mentee’s career advancement? What kind of benefits did you see your mentee receive as a result of their participation in the program?
6. Could you describe some of the benefits that you received from participating in the program?
7. What would you say are the three most important things to achieve effective labour market integration of skilled immigrants in the Toronto Region?
8. Do you have suggestions for improvement:
   - from a macro government perspective (federal, provincial, municipal)
   - from a professional organization perspective (ie. Medical field)
   - from a private sector perspective (employers)
9. Has this program been successful at helping facilitate effective skilled immigrant labour market integration? What, if anything, could make it more effective?
10. From what you know of the Toronto Region Immigrant Employment Council (TRIEC), has the organization as a whole been effective at skilled immigrant labour market integration? What, if anything, could make it more effective?
11. Do you see TRIEC and/or the Mentoring Program as a model for other city-regions to emulate?
Appendix C

Definition of the Terms “Skilled Immigrant” and “Effective Labour Market Integration”

The term “skilled immigrant” describes immigrants with high education levels. This can encompass two groups of individuals. The first group of individuals are fully-fledged professionals, with a bachelor or higher degree, whose fields require professional certification, such as an engineer, a doctor, or a pharmacist. The second group includes semi-professionals. These individuals have a bachelors degree or post-secondary diploma in a field that does not require certification, such as computer science (Salaff and Greve 2003, 448). When speaking to stakeholders regarding the issue of skilled immigrant labour market integration, the term “skilled immigrant” was often used to refer to someone who is highly skilled in the knowledge economy and possesses at least a bachelors degree from a recognized university institution.

Some scholars, such as Bauder (2003), make a distinction between professional and skilled immigrants. When describing the devaluation of immigrant labour with high education levels, Bauder (2003, 707) groups these two types of immigrants by using the term “highly skilled immigrants”. By this, he refers to individuals with some sort of “institutionalized cultural capital”, which “signifies cultural competence through institutional sanction, such as an educational degree or college certificate” (Bauder 2003, 701).

When put exclusively under the Canadian immigration policy context, under the Canadian immigration points system, the “skilled worker” class – from which most skilled immigrants come from - is assessed on a rigorous assessment of skills, education and credentials. Although one is only required to have completed high school to receive the minimum number of points in the education category in this immigrant class, one must possess a masters degree or a
PhD as well as additional experience to achieve the maximum number of points for education. Those with one or more university degrees and/or a three-year diploma, trade certificate or apprenticeship are given the next highest preference in terms of points allocation. A complete overview of the immigration points system criteria is found in Appendix D.

When using the phrase “effective labour market integration”, I am referring to skilled immigrants obtaining a position in the field of expertise that is commensurate in pay and stature to their skills set, educational and employment background and expertise.
Appendix D

How Immigration Works

Jurisdictions in the Issue of Immigration

The issue of immigration is one that is constitutionally bound as falling under shared federal-provincial jurisdiction, with federal superiority. All three levels of government and the not-for-profit sector, however, help facilitate the inclusion of immigrants, particularly upon immediate arrival in Canada. The following are the various responsibilities related to immigration:

The Federal Government

In setting immigration policy and immigration targets, the federal government (or Government of Canada) has primary responsibility for the admission and selection of immigrants (Papillon 2002, 16). It also devises and implements Canada’s Innovation Strategy, which aims to move Canada to the front ranks of the world's most innovative countries with the recognition and understanding that the “immigration system enhances Canada’s advantage in the global competition for skilled workers and implementing [the] Strategy” (Government of Canada 2003). This strategy is one of the reasons why Canada’s immigration policy places such a strong emphasis on highly skilled knowledge workers vis-à-vis the economic class.

In addition, the Government of Canada provides the Canada Health and Social transfer, which provides funding for the provincial governments to provide health and social assistance to their residents. Through the Citizenship and Immigration Canada (CIC) division, the federal government also provides language programs at CIC local centres through its Language
Instruction for Newcomers to Canada (LINC) and Settlement and Adaptation Program (ISAP) (Papillon 2002, 16). Overall, federal programs focus on the early stages of an immigrant’s settlement process, namely those “economic and social services designed to help newcomers adapt to Canadian society” (Papillon 2002, 17). Such assistance “include[s] orientation, reception, adult language training, settlement counseling, labour market preparation and referral to other services” (Papillon 2002, 17).

These programs, however, are not available for all newcomers to Canada. For instance, refugee claimants with a status that is pending, landed immigrants who have been in Canada for more than three years, or those who have acquired Canadian citizenship are not eligible for the LINC and ISAP programs (Papillon 2002, 17). Papillion (2002, 17) also cautions “while such services [provided by the federal government] are essential at an early stage, they do not cover some of the critical dimensions of the settlement process. Funded services generally do not include essential long-term settlement services such as community development initiatives, access programs for housing, health and other social services or market-oriented skill development programs”.

**Provincial Government**

Many provincial governments provide supports for immigrants. The Ontario Ministry of Citizenship and Immigration (MCI) “funds community agencies working directly with newcomers and umbrella organizations that provide project support to the settlement sector” (Papillon 2002, 18). Perhaps more importantly, however, “the federal government has entered into a number of agreements with provincial governments to share responsibilities in the field of immigration” (Papillon 2002, 18). Although the province of Quebec has greater selection powers and control over the defining immigrant categories, the Government of Canada has engaged in a
major agreement with the province of Ontario that enhances the role the province plays in the issue of immigration.

This agreement, known as the Canada-Ontario Immigration Agreement, was signed in November 2005 and has such objectives as “ensur[ing] that Canada’s immigration policies and programs respond to Ontario’s social, economic development and labour-market priorities”, “foster[ing] an effective partnership between Canada and Ontario for the recruitment, selection and admission of immigrants and temporary residents as well as the settlement and integration of immigrants in Ontario [and] ensur[ing] the effectiveness and integrity of programs of Canada and Ontario in respect of immigration by fostering co-operation in research, evaluation and information sharing” (Citizenship and Immigration Canada 2006). The agreement ensures that “federal settlement programs will be expanded and better coordinated with provincial programs” with the goal of assisting newcomers to “more easily locate and access community services such as orientation, information, referrals, assessment and job search assistance” (Citizenship and Immigration Canada 2006).

As part of this agreement, the province of Ontario developed a Provincial Nominee Program (PNP), similar to programs operated by other provinces. Launched in May 2007, the PNP is “designed to contribute to job creation, job retention and economic development by attracting new investment, and by helping employers in targeted sectors to attract and retain qualified employees for jobs for which there are currently labour-market needs” (Government of Ontario 2007a). The program also helps facilitate the immigration of professionals in the health care and education sectors and for the first time gives Ontario a role in the selection of newcomers. In its first year, the PNP will nominate 500 individuals who intend to work and live in Ontario. Employee-driven, the pilot program enables employers to apply for the approval of full-time positions to be filled by newcomers and to recruit newcomers to fill positions
The program runs under two streams: an Employer Category (450 positions) and a Multinational Investor Category (50 positions). It assists employers by speeding up the process for an immigrant to receive permanent residency status, a work permit or visa, through providing nominees with a letter of nomination from the province of Ontario that should be included in their application package to the federal government. To address the issue of the high concentration of immigrants in the Greater Toronto Area (GTA), 50% or more of nominations are reserved for employers outside of the GTA (Government of Ontario 2007a). This encourages immigrants to settle in areas outside of the Greater Toronto Area and avoid an over-concentration or over-saturation of skilled immigrant labour in the Toronto Region.

Specific to Ontario, the monitoring of regulatory and professional bodies falls under provincial jurisdiction. Whereas previously professional bodies were accountable only to themselves, the Ontario government established the Ontario Fairness Commission as part of its Fair Access to Regulated Professions Act (2006) (Government of Ontario 2006, Government of Ontario 2007b). The Act created a Fairness Commissioner, presently Ms. Jean Augustine, to assess and oversee auditing and compliance with the legislation contained in the Act. Under the premise of ensuring fair practices, this legislation requires regulatory bodies to adopt fair and transparent registration processes by:

- Reviewing their requirements for registration including academic courses and work experience.
- Providing information about documents and credentials required to support an application or alternative options if an applicant cannot obtain documentation for reasons beyond their control.
- Providing complete information about how the registration process works, the approximate amount of time it would take to get a decision, fees required, and the criteria for acceptance into the profession.
- Deciding whether an individual is successful or not in obtaining a license within a reasonable amount of time.
- Providing applicants with written reasons for the decision.
- Ensuring applicants have the right to an internal review or appeal if they don’t agree with the decision, and receive a written response to a request for a review or appeal.
- Ensuring officials making decisions on registration, internal reviews or appeals are trained so that they have knowledge of the processes (Government of Ontario 2006, Government of Ontario 2007b).

In addition, the Canada-Ontario Labour Market Partnership Agreement and the Canada-Ontario Labour Market Development Agreement both “include the transfer of federal government projects, programs and staff to the provincial government” (Government of Ontario 2005a). The Labour Market Partnership Agreement helps to “strengthen efforts to maintain a skilled workforce and target the rapid re-employment of unemployed Canadians and new Canadians wanting to continue their careers” in Ontario whereas the Labour Market Development Agreement aims to reduce duplication of services, create an integrated labour market system, and modernize government services to “build a client-centred, service culture that offers a seamless, integrated, multi-channel approach to the delivery of government services” (Government of Ontario 2005a; Government of Canada and Government of Ontario 2005). The Ontario government estimates that “by 2009-10, these two agreements will result in an investment of almost $900 million per year in skills training in Ontario including apprenticeship, literacy and basic skills, bridge training for new Canadians” (Government of Ontario 2005a).

Municipal Government

Core municipal services such as urban planning, housing, public transport, infrastructure, and cultural activities all play a significant role in contributing to the successful settlement of newcomers (Papillon 2002, 19). Due to provincial downloading in 1997, however, a large number of social services vital to the immigrant settlement process are funded and run by municipal
governments. These services include social assistance, social housing, child care and public health. Municipalities such as the City of Toronto also have extensive programs that assist immigrants. Many municipalities work in partnership with the province of Ontario to provide settlement services, largely related to job training and housing (Papillon 2002, 20). Also, while “assum[ing] increasing responsibilities in service planning and settlement activities”, municipalities such as the City of Toronto focus on providing emergency measures to immigrants such as temporary shelters for new arrivals (Papillon 2002, 20). As seen with TRIEC, many municipalities such as the City of Brampton, Mississauga and Toronto also run or participate in mentoring programs for newcomers.

Non-Governmental Organizations (NGOs)

Lastly, Papillon (2002) identifies two types of non-governmental organizations (NGOs) who play a role in immigrant settlement. The first type of NGO is ethno-cultural associations that promote cultural activities and community-based events. The second type of NGOs consists of service providers for newcomers with services based on location rather than ethno-cultural background (Papillon 2002, 20). He also notes that because of the funding restrictions related to federal programs, “agencies and NGOs providing the services to the communities are faced with a difficult dilemma between refusing such clients, despite their obvious needs, or providing services without receiving the financial resources to do so” and as such increasingly turn to alternative sources to complement government funding (Papillon 2002, 17).

Table 20 summarizes the responsibilities related to the four parties above with respect to the issue of immigration.
Table 20: Summary of Government and Third Sector Responsibilities

<table>
<thead>
<tr>
<th>Federal</th>
<th>Provincial</th>
<th>Municipal</th>
<th>Local NGOs</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Admission</td>
<td>- Selection (through PNP programs)</td>
<td>- Settlement services (orientation, access, language training)</td>
<td>- Provide settlement services funded by all levels of government</td>
</tr>
<tr>
<td>- Selection</td>
<td>- Settlement services (language, orientation, employment)</td>
<td>- Social services</td>
<td>- Create space for civic networks and cultural expression</td>
</tr>
<tr>
<td>- Settlement services (language and orientation)</td>
<td>- Education</td>
<td>- Urban planning</td>
<td>- Act as advocacy groups and represent immigrants in governance mechanisms</td>
</tr>
<tr>
<td>- Multiculturalism (funding for ethnocultural and anti-racism activities)</td>
<td>- Health</td>
<td>- Cultural activities</td>
<td>-</td>
</tr>
<tr>
<td>- Transfer payments for health and social services</td>
<td>- Social assistance</td>
<td>- Infrastructure and public space management</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>- Housing</td>
<td>- Transport</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>- Municipal government funding</td>
<td></td>
<td>-</td>
</tr>
</tbody>
</table>

Source: Adapted from Papillon 2002, 21

Points System for Admission of Skilled Immigrants into Canada

When applying as a skilled worker or professional, one is assessed on six selection factors and a points system out of 100. These six selection factors are education (maximum 25 points), ability in the official languages of English and/or French (maximum 24 points), experience (maximum 21 points), age (maximum 10 points), arranged employment in Canada (maximum 10 points), and adaptability (maximum 10 points). With respect to official language proficiency, “this is established either by an approved language test or written documentation” (Richardson and Lester 2004, 18). In order to achieve a passing mark, an applicant must achieve 67 or more points to be likely to be approved for permanent residency status. Table 21 details the points system and the various considerations under each selection factor.
Table 21: Canadian Immigration Points System Overview

<table>
<thead>
<tr>
<th>Selection Factor</th>
<th>Points</th>
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<tbody>
<tr>
<td><strong>Education</strong></td>
<td></td>
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<tr>
<td>Master's degree or PhD and at least 17 years of full-time or full-time equivalent study.</td>
<td>25 points</td>
</tr>
<tr>
<td>Two or more university degrees at the bachelor’s level and at least 15 years of full-time or full-time equivalent study.</td>
<td>22 points</td>
</tr>
<tr>
<td>Three-year diploma, trade certificate or apprenticeship and at least 15 years of full-time or full-time equivalent study.</td>
<td>22 points</td>
</tr>
<tr>
<td>University degree of two years or more at the bachelor’s level and at least 14 years of full-time or full-time equivalent study.</td>
<td>20 points</td>
</tr>
<tr>
<td>Two-year diploma, trade certificate or apprenticeship and at least 14 years of full-time or full-time equivalent study.</td>
<td>20 points</td>
</tr>
<tr>
<td>One-year university degree at the bachelor’s level and at least 13 years of full-time or full-time equivalent study.</td>
<td>15 points</td>
</tr>
<tr>
<td>One-year diploma, trade certificate or apprenticeship and at least 13 years of full-time or full-time equivalent study.</td>
<td>15 points</td>
</tr>
<tr>
<td>One-year diploma, trade certificate or apprenticeship and at least 12 years of full-time or full-time equivalent study.</td>
<td>12 points</td>
</tr>
<tr>
<td>Completed high school.</td>
<td>5 points</td>
</tr>
<tr>
<td><strong>Ability in English and/or French</strong></td>
<td></td>
</tr>
<tr>
<td>First Official Language (Official Language one is most comfortable speaking)</td>
<td>16 points</td>
</tr>
<tr>
<td></td>
<td>Speaking</td>
</tr>
<tr>
<td>----------------------</td>
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</tr>
<tr>
<td>High proficiency</td>
<td>4</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Moderate proficiency</td>
<td>2</td>
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<tr>
<td>Basic proficiency</td>
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<tr>
<td>No proficiency</td>
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**Second Official Language**

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<th>Speaking</th>
<th>Listening</th>
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<th>Writing</th>
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<td>High proficiency</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>8 points</td>
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<tr>
<td>Moderate proficiency</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
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<td></td>
<td></td>
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<td>8 points</td>
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<tr>
<td>Basic proficiency</td>
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**Work Experience**

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<td>1 year experience</td>
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<td>15 points</td>
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<tr>
<td>2 years experience</td>
<td></td>
<td></td>
<td></td>
<td>17 points</td>
</tr>
<tr>
<td>3 years experience</td>
<td></td>
<td></td>
<td></td>
<td>19 points</td>
</tr>
<tr>
<td>4 years experience</td>
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<td>21 points</td>
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**Age**

<p>| | | | | |</p>
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<td>54+</td>
<td>0 points</td>
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</tbody>
</table>

**Arranged Employment**

Currently work in Canada on a temporary work permit and work permit is valid at the time of the permanent resident visa application and at the time the visa is issued and employer has made an offer to employ prospective immigrant on an indeterminate basis if the permanent resident visa is issued.

Currently work in Canada in a job that is exempt from confirmation by Human Resources and Social Development Canada (HRSDC) under an international agreement or a significant benefit category (for example, an intra-company transferee) with a work permit that is valid at the time of the application for a permanent resident visa and at the time the visa is issued. Employer has made an offer to employ the applicant on an indeterminate basis if permanent resident visa is issued.

Does not currently have a work permit and does not intend to work in Canada before being issued a permanent resident visa. Has a full-time job offer that has been approved by HRSDC. Employer has made an offer to give a permanent job if permanent resident visa is issued. All required Canadian licensing or regulatory standards associated with the job are met.

**Adaptability**

*Spouse or common-law partner’s level of education*

- Secondary school (high school) diploma or less: 0 points
- A one-year diploma, trade certificate, apprenticeship or university degree, and at least 12 years of full-time or full-time equivalent studies: 3-5 points
3 points
- A two or three-year diploma, trade certificate, apprenticeship or university degree, and at least 14 years of full-time or full-time equivalent studies: 4 points
- A master’s degree or PhD and at least 17 years of full-time or full-time equivalent studies: 5 points

Previous work in Canada
Applicant or accompanying spouse or common-law partner have completed a minimum of one year of full-time work in Canada on a valid work permit.

Previous study in Canada
Applicant or accompanying spouse or common-law partner have completed a program of full-time study of at least two years’ duration at a post-secondary institution in Canada. Applicant must have done this after they were 17 years old and with a valid study permit. There is no need to have obtained a degree or diploma for these two years of study to earn these points.

Arranged Employment in Canada
Applicant can claim five additional points if they have arranged employment as described in the Arranged Employment selection factor.

Relatives in Canada
Applicant or accompanying spouse or common-law partner have a relative (parent, grandparent, child, grandchild, child of a parent, sibling, child of a grandparent, aunt or uncle, or grandchild of a parent, niece or nephew) who is residing in Canada and is a Canadian citizen or permanent resident.

<table>
<thead>
<tr>
<th>Total</th>
<th>Maximum 100 points</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pass Mark</td>
<td>67 points</td>
</tr>
</tbody>
</table>


After achieving a pass mark against the selection factors above, however, the applicant for skilled migration must meet additional requirements. First, the applicant “must meet the minimum work experience requirements according to the Canadian National Occupation Classification Matrix” (Richardson and Lester 2004, 18). This entails being a Skill Type 0 for managerial occupations, a Skill Level A for professional occupations, or a Skills Level B for technical occupations and skilled trades. Second, the applicant must have had their work
experience within the last 10 years and have “at least one continuous year of full-time, paid work experience or the equivalent in part-time continuous employment” (Citizenship and Immigration Canada 2007b). Third, the applicant must show that they have the necessary funds to support themselves and their dependents for six months after arrival and pass a medical examination and security and criminal checks (Richardson and Lester 2004, 18; Citizenship and Immigration Canada 2007b).

Application Methods for Admission

There are two types of application methods: simplified and regular. The simplified process is a streamlined application package and is required for those who have not been admitted into Canada or the U.S. for one year or more, who are not part of the Provincial Nominee Program, who have not been selected by Quebec, and who have not qualified for points for arranged employment. Despite resulting in a reduction in the amount of information an applicant must submit and eliminating the need to re-submit supporting documents, the simplified application process does not result in reduced processing times (Citizenship and Immigration Canada 2007b).

Reasons for Concentrated Settlement of Immigrants in Canada

As discussed in previous chapters, immigration has become an urban phenomenon. This section will review the reasons why so many immigrants choose to settle in urban areas.

Reasons Contributing To Concentrated Immigrant Settlement In Canada

As illustrated in Table 22, it is clear that the presence of family or friends and established immigrant communities in major cities is a reason influencing where immigrants choose to settle (Schellenberg 2004, 12). These familial and social networks and established and concentrated
ethnic communities are often relied on by skilled immigrants when encountering barriers to effective labour market integration.

Table 22: Possible Reasons for Concentrated Settlement of Immigrants in Cities

| Top five reasons immigrants in economic class (principal applicants) chose to settle in specific CMAs, 2001 |
|--------------------------------------------------|----------------------------------|-------------------|
| Family or friends (50%) | Family or friends (41%) | Family or friends (31%) |
| Job prospects (23%) | Climate (20%) | Language (19%) |
| Lifestyle (5%) | Lifestyle (12%) | Job prospects (16%) |
| Housing (5%) | Education opp. (7%) | Education opp. (10%) |
| Ethnic community (5%) | Job prospects (6%) | Lifestyle (8%) |

Source: Schellenberg 2004, 16

In addition, the Metropolis Project\textsuperscript{13} identified four key reasons that influence the decision by so many immigrants to settle in Canada’s three largest cities of Toronto, Vancouver and Montreal (Metropolis Project 2003, 9-12). The first area of influence is characteristics of the city and community. This would include such factors as having many people from the same source country, family connections, the presence of linguistic enclaves, familial ties, and the presence of educational, cultural and economic opportunities (Metropolis Project 2003, 9-10). As James Ted McDonald (2004, 85) states: “a concentration of people in the same geographic area who are of similar ethnic background, culture and language can be an important source of financial and personal support, information and guidance and social mores” for immigrants.

\textsuperscript{13} Metropolis Project is an international network for comparative research and public policy development on migration, diversity and immigrant integration in cities in Canada and around the world (Metropolis Project, http://canada.metropolis.net).
The second area of influence is the characteristics of immigrants and source countries. This would include such factors as the decline in the location of immigration and visa offices in particular second-tier world cities, the changing composition of source countries of immigrants (influencing choices in settlement), and immigration class (with skilled immigrants in the economic class being more concerned with settling in areas with greater economic opportunity so that they may better provide for their families) (Metropolis Project 2003, 10-11).

The third area of influence identified is the misconception amongst immigrants of small centres in Canada. This area of influence includes such factors as a lack of appropriate information about opportunities for settlement and positive quality of life in smaller cities in Canada, the perception of rural Canada as one homogenous community, and the perception that social services, educational institutions and government institutions are of a lower quality in smaller cities (Metropolis Project 2003, 11).

The final area of influence in immigrant settlement is misconceptions among Canadians about immigration. This includes such factors as public opinion in support of or against immigration, questions relating to the strengths of immigration in how it can drive economic and population growth, and the tension and distrust towards immigration caused by native-born unemployment (Metropolis Project 2003, 12).

Cities Strapped for Cash: Municipal strain and political responses

Realizing the strains they face as a result of inadequate infrastructure and funding arrangements, representatives from Canada’s major cities as well as many organizations have called for a “new national strategy to allocate transfers and investment strategically” and to “recognize the distinctive needs and potential of Canada’s major cities” (Conference Board of Canada 2007, 12). One of the main distinctive needs of these cities is their position as immigrant gateways through receiving the vast majority of immigration flows into Canada. In light of
competitiveness between global city-regions as a result of globalization, “economic actors in Canada’s largest city-regions feel hamstrung by the existing institutional arrangements which remain ill-suited to the changing urban realities and global spatial flows” (Donald 2005, 261). Thus, cities in Canada are challenging existing structures and hierarchies by seeking “to change the existing institutional and cultural environment surrounding local government activities” (Brenner 2001; Donald 2005, 262). They are calling for a “‘new deal’ – new resources, respect and a new relationship – among the governments of Canada’s largest cities, and the provincial and federal governments” (Donald 2005, 262).

Faced with pressure for a new deal, in 2004, the federal government announced a New Deal for Cities and Communities. The New Deal was comprised of a series of agreements between the governments of Canada’s major cities, their respective provincial governments and the federal Government of Canada. It was comprised of three major changes: new sources of revenue for cities through dedicating cities a portion of federal gas tax revenues, new power through changes to municipal acts regarding taxation powers and areas of jurisdiction, and a seat at discussions on issues of importance to cities (City of Toronto 2007b). It dedicated $5 billion in federal gas tax funding over five years, with funding available to cities in 2005 (Government of Canada 2007). The 2004 federal budget also included $7 billion over 10 years in a Government Sales Tax rebate (Swift 2004). “[O]ver the next seven years, municipalities will receive a total of $11.8 billion in gas tax funding” (Government of Canada 2007).

Despite these achievements, representatives from Canada’s largest cities are continuing to pressure the federal and provincial governments for more long-term support and funding. For instance, in September 2006, mayors of 22 cities met in Toronto to discuss the fiscal imbalance that many cities face and the role that they envision the federal government playing in improving life in Canada’s urban areas (Thomas 2006). The City of Toronto engaged in an aggressive “One
Cent Now” Campaign in 2007. This campaign “requests the federal government to share one cent of the existing GST with cities to ensure that infrastructure and important services are maintained” (One Cent Now Campaign 2007). The campaign seeks to recognize cities as the engines of Canada’s economy for they “keep [Canada’s] economy strong, create jobs and attract investment” (One Cent Now Campaign 2007). “An investment in our cities”, they argue, “is an investment in Canada” (One Cent Now Campaign 2007).

In addition, the role of municipalities, particularly those in the GTA where many immigrants choose to settle, has been recognized and enhanced in the issue of immigration via agreements with the provincial and federal governments. For instance, the Canada-Ontario-Toronto Memorandum of Understanding (MOU) “establishes a framework for the federal, provincial and municipal governments to discuss matters related to immigration and settlement in the City of Toronto. It focuses on improving outcomes for immigrants through several areas of interest to all three governments, including citizenship and civic engagement, and facilitating access to employment, services, and educational and training opportunities” (Citizenship and Immigration Canada 2006). The Partnership with Municipalities acknowledges municipal interests in immigration and creates the Municipal Immigration Committee, which establishes two working groups to address the issues of attraction and retention, and settlement and integration. Both of these agreements fall under the Canada-Ontario Immigration Agreement of 2005 (Citizenship and Immigration Canada 2006).

Recognizing the unique position of cities (particularly Toronto) as immigrant gateways, the 2005 Canada-Ontario Immigration agreement was the first agreement to involve municipalities in planning and discussions on immigration. As a result, all three levels of government intend to work together to ensure that programs are implemented to meet the needs of immigrants in regions and municipalities across Ontario. The agreement gives special
recognition to the City of Toronto through giving the city a separate place on the Municipal
Immigration Committee, which gives municipalities a voice on national issues of concern to them
(such as immigration). The agreement also helps facilitate and compliment the integration of
policies and programs and provide the basis for discussions and specific agreements or
arrangements (Citizenship and Immigration Canada 2006).
Appendix E
TRIEC Membership List and Organizational Details

Full Membership List

A complete membership list of all those associated with TRIEC is detailed below:14

Council Members:

Note: Click on the individual’s name to see their biography

Co-chairs

- Dominic D’Alessandro - Manulife Financial
- Diane Bean - Manulife Financial

Employers

- Stephen Green - Green and Spiegel, representative of the Toronto Board of Trade
- Diane Brisebois - Retail Council of Canada
- John Farrow - LEA International
- Mary Federau - MDS Inc.
- Zabeen Hirji - RBC Financial Group
- Allan Mark - Ernst & Young LLP
- Dr. Colin Saldanha - Saldanha Health Centre
- Yezdi Pavri - Deloitte

Employers participating in TRIEC, either on the council or in working groups, include:

ACE Bakery
Adecco
AIM Trimark Investments

14 Note: TRIEC’s organizational structure and membership list may have changed since the writing of this thesis.
Avana Capital Corporation
BMO Financial Group
Canadian Manufacturers and Exporters
CIBC
Colt Engineering
Deloitte
Enterprise Canada
Equitek Employment Equity Solutions
Ernst & Young
GE Canada
Green and Spiegel
The Hospital for Sick Children
JW Associates
LEA International
Manulife Financial
MDS Inc.
The Mississauga Board of Trade
Motorola Canada
Ontario Power Generation
Procter & Gamble Canada
Public Service Commission
RBC Financial Group
Retail Council of Canada
Robert Half International
Rogers Wireless
St. Michael's Hospital
TD Bank Financial Group
The Toronto Board of Trade

Labour

- John Cartwright - Toronto-York Regional Labour Council
- Janice Gairey - Ontario Federation of Labour
- Winnie Ng - Canadian Labour Congress
Occupational Regulatory Bodies

- Kim Allen - Professional Engineers Ontario
- Anne Coghlan - College of Nurses of Ontario
- Dr. Rocco Gerace - College of Physicians and Surgeons of Ontario
- Edwina McGroddy - The Institute of Chartered Accountants of Ontario
- Doug Wilson - Ontario College of Teachers

ORBs and professional associations participating in TRIEC, either on the council or in working groups, include:

- Association of Professional Geoscientists of Ontario
- Canadian Council of Professional Engineers
- Certified General Accountants Association of Ontario
- College of Medical Radiation Technologists of Ontario
- College of Nurses of Ontario
- College of Physicians and Surgeons of Ontario
- Consulting Engineers of Ontario
- The Institute of Chartered Accountants of Ontario
- Ontario Association of Architects
- Ontario Association of Certified Engineering Technicians and Technologists
- Ontario College of Teachers
- Ontario Securities Commission
- Ontario Society of Professional Engineers
- Professional Engineers Ontario
- Registered Practical Nurses Association of Ontario

Post-Secondary Institutions

- Bev Balenko - Durham College
- Robert Gordon - Humber College Institute of Technology and Advanced Learning
- Angela Hildyard - University of Toronto
- Sheldon Levy - Ryerson University
• Rhonda Lenton - York University
• Anne Sado - George Brown College

Post-secondary institutions participating in TRIEC, either on the council or in working groups, include:

Centennial College
Durham College
George Brown College
Humber College Institute of Technology and Advanced Learning
The Michener Institute
Ryerson University
Seneca College
University of Toronto
York University

Credential Assessment Service Providers
Timothy Owen - World Education Services

Community Organizations
• Mario Calla - COSTI Immigrant Services
• Paula DeCoito - The Social Planning Council of Peel
• Debbie Douglas - The Ontario Council of Agencies Serving Immigrants
• Lucille Joseph - Career Edge
• Dr. Longhuan Kim - Chinese Professionals Association of Canada
• Amanuel Melles - United Way of Greater Toronto
• Uzma Shakir - South Asian Legal Clinic of Ontario
• Carlos Sebastian - Policy Roundtable Mobilizing Professions and Trades
• Dr. Joseph Wong - Yee Hong Community Wellness Foundation

Community organizations participating in TRIEC, either on the Council or in working groups, include:
Accessible Community Counselling and Employment Services
Association of International Physicians and Surgeons of Ontario
CARE For Nurses Project
Career Edge
Centre for Language Training and Assessment
Centre of Excellence for Research on Immigration and Settlement
Chinese Professionals Association of Canada
Community Information Toronto (211toronto.ca)
COSTI Immigrant Services
Council for Access to Professional Engineering
Hispanic Development Council
JVS Toronto
Ontario Council of Agencies Serving Immigrants
United Way of Greater Toronto
Policy Roundtable Mobilizing Professions and Trades
Progress Career Planning Institute
Skills for Change
Social Planning Council of Peel
South Asian Legal Clinic of Ontario
Yee Hong Centre for Geriatric Care
Yee Hong Community Wellness Foundation
YMCA
York Neighbourhood Services

Expert Advisors

- Naomi Alboim - Queen's University
- Usha George - Joint Centre of Excellence for Research on Immigration and Settlement
- Jennifer Lynn - Lynn Communications
- David Pecaut - Toronto City Summit Alliance
- Jeffrey Reitz - University of Toronto
- Ravi Seethapathy - Engineers Without Borders

Funders

- Maureen Adams - United Way of Greater Toronto
Funders participating in TRIEC, either on the Council or in working groups, include:

Maytree
Toronto Community Foundation
United Way of Greater Toronto
United Way of Peel Region
United Way of York Region

Federal Government

- Canadian Heritage
- Citizenship and Immigration Canada
- Human Resources and Skills Development
- Industry Canada
- Infrastructure Canada

*Government staff serve as ex-officio members of the Council.*

Provincial Government

- Ministry of Training, Colleges and Universities
- Ministry of Citizenship and Immigration
- Ministry of Economic Development and Trade

*Government staff serve as ex-officio members of the Council.*

Municipal Government

- Mayor Donald Cousens - Town of Markham
- Mayor Susan Fennell - City of Brampton
- Mayor David Miller - City of Toronto
- Mayor Ann Mulvale - Town of Oakville
- Bill Fisch - Regional Chair and CEO, York Region
- Emil Kolb - Regional Chair, Region of Peel
- Representative, Regional Municipality of Halton
- Shirley Hoy - Chief Administrative Officer, City of Toronto

*Government staff serve as ex-officio members of the Council.*

**Council Secretariat**

- Elizabeth McIsaac - Executive Director, TRIEC
  
  (Toronto Region Immigrant Employment Council 2008)

**Working Group Membership:**

**Funders and Sponsors**
Citizenship and Immigration Canada
Deloitte LLP
Human Resources and Social Development Canada
Manulife Financial
Ontario Ministry of Citizenship and Immigration
RBC Financial Group
TD Bank Financial Group
The Maytree Foundation
The Ontario Trillium Foundation

**The Mentoring Partnership Advisory Committee**
Chair: Mario Calla, COSTI
Julie Bannerjea, KPMG
Jo Anne Barnard, City of Toronto
Chris Benjamin, TRCA
Sheila Bello, Ontario Ministry of Citizenship and Immigration
Connie Bonello, Deloitte LLP
Lisa Butler, Manulife Financial
Mario Calla, COSTI
Betty Crosse, Service Canada
Teresa Damaso, Service Canada
Phat Diep, Service Canada
Nitin Dhora, Dixie Bloor Neighbourhood Centre
Dan Eng, Canadian Information Processing Specialists
Kelven Goodridge, Toronto and Region Conservation Authority
Barbara Janik, Dixie Bloor Neighbourhood Centre
Ed Kothiringer, COSTI
Rose Lee, City of Toronto
Rebecca McGregor, JobStart
Patricia McNeil, Service Canada
William Molson, Deloitte LLP
Lynn Petrushchak, Dixie Bloor Neighbourhood Centre
Susan Ross, United Way of Peel
Heather Sant, JobStart
Lynn Sassoon, TD Bank Financial Group
Bryon Smith, TD Bank Financial Group
Sandra Welch, Region of Peel
Shelley White, United Way of Peel
Jacob Wolpin, City of Toronto

Hireimmigrants.ca Advisory Committee
Chair: Norma Tombari, RBC Financial Group
Sheldon Leiba, The Brampton Board of Trade
Cathryn Lohrisch, Cathryn Lohrisch & Co.
Kamran J. K. Niazi, Robert Half Financial Services Group
Susan Medeiros, Sun Life Financial
Daniela Perciaspe, Enbridge Gas Distribution Inc.
Susan Silverman, The Resourceful Group

Immigrant Success Awards Selection Committee
Chair: Norma Tombari, RBC Financial Group
Barb Conway, Carswell
Brian Daly, The Toronto Star
Malcolm Gabriel, Bell Canada
Gerlinde Herrmann, The Herrmann Group
Kathy Lockwood, Manulife Financial
Raja Ramanathan, Bayer Inc.
Anil Verma, Rotman School of Management

(Adapted from Toronto Region Immigrant Employment Council 2006b, 16-17).

Budget Details

TRIEC receives over three-quarters of its funding from government sources. The remainder is accounted for by corporate, not-for-profit and miscellaneous revenue sources (Toronto Region Immigrant Employment Council 2006b). Government sources appear to be largely dedicated to TRIEC’s Mentoring Partnership program and public awareness initiatives (such as hireimmigrants.ca) but also include funding from the corporate sources such as TD Bank Financial Group. Funding from the not-for-profit Maytree Foundation assists with covering staffing and administrative costs related to TRIEC [as the TRIEC Secretariat is hosted by the Maytree Foundation and housed in the Maytree Foundation head office located in the City of Toronto] (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

Funding for the Mentoring Partnership is provided by a number of organizations and corporations. For TRIEC, coordination of the Mentoring Partnership as well as staff support and day-to-day activities, funding has been or is provided by Service Canada, TD Bank Financial Group, Citizenship and Immigration Canada, Manulife Financial, Human Resource and Skills Development Canada (HRSDC), The Ontario Trillium Foundation, The Maytree Foundation, Region of Peel and United Way of Peel Region (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). As illustrated in Table 23, funders made the following contributions in 2005-2006:
Table 23: Toronto Region Immigrant Employment Council 2005-2006 Revenue and Expenditures Statement

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<th>2005</th>
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<td><strong>REVENUES</strong></td>
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<td>Unrestricted revenues</td>
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<tr>
<td>The Maotai Foundation</td>
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<td>Restricted revenues</td>
<td></td>
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<td>Province of Ontario – Ministry of Citizenship &amp; Immigration</td>
<td>280,281</td>
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<td>Citizenship &amp; Immigration Canada – Ontario Region</td>
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<td>Citizenship &amp; Immigration Canada – Promotions</td>
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<td>102,318</td>
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<td>TD Bank Financial Group</td>
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<td>12,254</td>
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<td>Human Resources &amp; Skills Development Canada – Foreign Credential Recognition</td>
<td>106,649</td>
<td>20,425</td>
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<td>The Ontario Trillium Foundation</td>
<td>64,419</td>
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<td>Human Resources &amp; Skills Development Canada</td>
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<td>Heritage Canada</td>
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<tr>
<td><strong>Total revenues</strong></td>
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<td><strong>EXPENDITURES</strong></td>
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<td><strong>Staffing</strong></td>
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<td>Salaries &amp; benefits</td>
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<td>SALARIES</td>
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<td><strong>Total expenditures</strong></td>
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<td>Programs and communications</td>
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<td>Public awareness campaign</td>
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<td>Hireimmigrants.ca</td>
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<td>World of Experience</td>
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<td>Immigrant Solutions Awards</td>
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<td>The Mentoring Partnership</td>
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<td>Secretariat – Communications</td>
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<td>Secretariat – Convening</td>
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<td>Employer Promising Practices</td>
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<td>116,474</td>
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<tr>
<td><strong>Total expenditures</strong></td>
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<td>$424,160</td>
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<td>General and administrative</td>
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<td>Rent, common area maintenance &amp; taxes</td>
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<td>96,614</td>
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<td>Office supplies, postage, and other miscellaneous</td>
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<td>Accounting and office administration</td>
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Source: Toronto Region Immigrant Employment Council 2006b, 18

Funding for the Mentoring Partnership program is provided based on proposed activities, which are detailed and submitted in proposals by Elizabeth McIsaac, the Executive Director of
the TRIEC Secretariat. Ms. McIsaac submits these proposals to potential funders with the deliverables of a particular aspect of programming, proposed programming and activities, particular costs attached to each budget expenditure along with the number of staff required and approximate time frame. Budget planning is done at the TRIEC Secretariat level through meetings with staff associated with particular programs or initiatives and is heavily influenced by the recommendations and priorities set by advisory or working groups (such as the Mentoring Partnership working group) (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

Employment Ontario is the sole funder of the service delivery portion of the Mentoring Partnership Program. A condition of Employment Ontario’s funding is that participating agencies in the Mentoring Partnership adhere to the service standards negotiated with and coordinated by TRIEC. Thus, with respect to this portion of funds, these agencies are completely accountable to Employment Ontario and not TRIEC (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

TRIEC Evaluation

When evaluating its success, TRIEC conducted external evaluations of its Mentoring Partnership program. TRIEC had a preliminary assessment of the Mentoring Partnership program conducted in 2005 and as this thesis was being written was in the process of completing a more comprehensive review and evaluation of its organization. On an ongoing basis, ways to improve the program are discussed by the Mentoring Partnership Working Group, which is then passed on to the Quality Assurance Working Group consisting of staff from the TRIEC Secretariat as well as representatives from the partner agencies and corporate partners. These working groups review the criteria for the program to make sure that it is still appropriate and adequate, examine what
has been standardized in terms of service delivery of mentorship services, explore what needs to be changed to enhance the success of the Mentoring Partnership program, as well as analyze information that is provided by frontline workers (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

Since the Mentoring Partnership began in 2005, there has been one complete preliminary evaluation of the program. Conducted by the consulting company SAGE Mentors, this evaluation was completed six months into the program, at a time when the very preliminary implementation stages of the Mentoring Partnership program were taking place. This evaluation is no longer reflective of the effectiveness and success of the program as its results cannot be generalized due to the study being carried out too soon after the Mentoring Partnership program was created. Nonetheless, the results of this preliminary evaluation found that an immigrant would make on average $55,000 a year after completing the four-month program. This was found to be a great step forward from their previous occupation of a low-wage part-time position (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

As of yet, there is no real broad-based program evaluation as this organization is still in its developmental stages. As this thesis was being written, TRIEC was in the process of undertaking a more in-depth evaluation of this program in terms of how to enhance its design and program structure. This is a part of its ongoing program development and is foremost in strategic planning. There is currently no formalized evaluation or tracking of how much staff time or resources are put towards specific initiatives or items (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). TRIEC staff, however, plan to ensure that Mentoring Partnership participant feedback will be an element in the future evaluation process. Also, any in-depth program that occurs in the future will
be conducted by a consulting firm and not by the organization itself (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).

Working groups have based their evaluation of the progress of the program on consultations with stakeholder communities as well as feedback from participants of the program. In late 2006, TRIEC engaged in a consultation with stakeholder communities by organizing and hosting two events that brought together skilled immigrants looking for work yet not in the workplace. TRIEC solicited ideas and recommendations from this group and used them as input to feed its evolving evaluation process. Also, TRIEC has sought participation from two organizations that have representatives who are alumni of the Mentoring Partnership program (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation). These organizations – Coalition of Agencies Serving Immigrant Professionals (CASIP) and Communication Advertising Marketing Professionals (CAMP) - are TRIEC members and thus influence the direction of the program and TRIEC as a whole. To further their influence on the program, one of the members of these organizations will be appointed to TRIEC’s board of directors. TRIEC strives to ensure that stakeholders in the immigrant community are consulted in its planning process and that the immigrant voice is very much present in decision making and in guiding the direction of the organization and the program as a whole (Elizabeth McIsaac, Executive Director, Toronto Region Immigrant Employment Council, 30 March 2007, Personal Conversation).
Appendix F
Progress of, Enforcement Mechanisms in, and Regulatory Bodies Under
The Ontario Fairness Commission (As of August 2007)

Goals and Progress of Fairness Commission

Jean Augustine, the appointed Fairness Commissioner in charge of overseeing regulatory bodies, explains that

\textit{FARPA produced two arms almost. One is Global Experience Ontario Office and ... [t]hat office is a resource centre that can assist individuals to get through the web and the mess and the labyrinth of the labour market maze and also the regulatory bodies ... The other part is really the fairness commission. [It's] role is to ensure that we work with the regulatory bodies and at that point in time there were about thirty-five of the regulatory bodies identified I think there were about three or four more coming on stream. And the mandate is to ensure that the regulatory bodies have processes that are fair, that are transparent, that are impartial that are open, and at the same time responsive to individuals given in a timely fashion.}

After opening its offices on April 1, 2007, the Fairness Commission set out to define “fairness”. Explains Jean Augustine, policy analysts were hired to answer the questions: What is it to be fair? What does fairness mean in the sense of what one regulatory body does? What does timeliness mean? She noted that regulatory bodies vary in many ways: first, in staffing levels, from small volunteer-run organizations such as the foresters to large paid-staff run organizations such as nurses and engineers; and second, in terms of membership levels from organizations with only hundreds of members as compared to others with thousands of members. After setting definitions, the commission has now begun to engage in two initiatives. It calls what Ms.
Augustine refers to as “introductory meetings”, where regulatory bodies visit her and explain their processes and organization and in turn learn about the Commission’s mandate and long-term goals. These introductory meetings are followed up by what is referred to as a “study visit”, where Fairness Commission staff meet the registrar of a regulatory body and visit the premises of the organization’s offices. They then gather information on such matters as the number of applicants applying, accepted and rejected; exam practices and fees (if any); reasons for rejection of applicants; assessment practices; and appeal mechanisms (if any). After obtaining “a baseline of information”, the Commission will produce an annual report to the Ontario legislative assembly on the regulatory bodies, explaining the processes within the bodies and highlighting best practices (Jean Augustine, Fairness Commissioner, Government of Ontario, October 16, 2007, Personal Interview).

**Enforcement of Act**

When asked if it is found that a particular regulatory body has not complied with the Fairness Commission, the Fairness Commissioner responded by saying that the “legislation speaks to the [issue of compliance] and it gives x number of days … within which they have to produce whatever it is that the Commission is asking for and it also has fines … up to $100,000”. In addition, all regulatory bodies are subject to an audit that they must pay for. The Fairness Commissioner will work with them to determine the timing, scope of and the cost of the audit. Table 24 details the professional organizations that fall under FARPA legislation.
Table 24: Professional Organizations and Regulatory Bodies in Ontario falling under FARPA legislation

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<thead>
<tr>
<th>FARPA Non-Health Professions</th>
<th>RHPA Health Professions</th>
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<tr>
<td>Architecture</td>
<td>Audiology and Speech-Language</td>
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<td>Certified Engineering Technicians and Technology</td>
<td>Pathology</td>
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<td>Certified General Accounting</td>
<td>Chiropractic and Podiatry</td>
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<td>Certified Management Accounting</td>
<td>Dental Hygiene</td>
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<td>Dentistry</td>
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<td>Law</td>
<td>Massage Therapy</td>
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<td>Professional Engineering</td>
<td>Medical Laboratory Technology</td>
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<td>Social Work and Social Service Work</td>
<td>Medical Radiation Technology</td>
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<td>Teaching</td>
<td>Medicine</td>
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<td>Psychology</td>
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<td></td>
<td>Respiratory Therapy</td>
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Note: FARPA contains provisions in it to include any new professional organizations or regulatory bodies that arise from the time of its implementation. Source: Jean Augustine, Fairness Commissioner, Ontario Fairness Commission, Personal Interview, October 16, 2008; Bureaucrat, Government of Ontario, July 30, 2008, Personal Interview.